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TIGARD

PPPM 439/539: TRANSPORTATION POLICY
SCHOOL OF PLANNING, PUBLIC POLICY AND MANAGEMENT

Aligning Governance for Mobility: A Multi-Level Policy Analysis for Transportation Growth in Tigard

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This report represents original student work and recommendations prepared by students in the University of Oregon's Sustainable City Year Program for the City of Tigard. Text and images contained in this report may not be used without permission from the University of Oregon.

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About SCI

The Sustainable Cities Institute (SCI) is an applied think tank focusing on sustainability and cities through applied research, teaching, and community partnerships. We work across disciplines that match the complexity of cities to address sustainability challenges, from regional planning to building design and from enhancing engagement of diverse communities to understanding the impacts on municipal budgets from disruptive technologies and many issues in between.

SCI focuses on sustainability-based research and teaching opportunities through two primary efforts:

1. Our Sustainable City Year Program (SCYP), a massively scaled university-community partnership program that matches the resources of the University with one Oregon community each year to help advance that community's sustainability goals; and

2. Our Urbanism Next Center, which focuses on how autonomous vehicles, e-commerce, and the sharing economy will impact the form and function of cities.

In all cases, we share our expertise and experiences with scholars, policymakers, community leaders, and project partners. We further extend our impact via an annual Expert-in-Residence Program, SCI China visiting scholars program, study abroad course on redesigning cities for people on bicycle, and through our co-leadership of the Educational Partnerships for Innovation in Communities Network (EPIC-N), which is transferring SCYP to universities and communities across the globe. Our work connects student passion, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

About SCYP

The Sustainable City Year Program (SCYP) is a yearlong partnership between SCI and a partner in Oregon, in which students and faculty in courses from across the university collaborate with a public entity on sustainability and livability projects. SCYP faculty and students work in collaboration with staff from the partner agency through a variety of studio projects and service-learning courses to provide students with real-world projects to investigate. Students bring energy, enthusiasm, and innovative approaches

to difficult, persistent problems. SCYP's primary value derives from collaborations that result in on-the-ground impact and expanded conversations for a community ready to transition to a more sustainable and livable future.

Community partnerships are possible in part due to support from U.S. Senators Ron Wyden and Jeff Merkley, as well as former Congressman Peter DeFazio, who secured federal funding for SCYP through Congressionally Directed Spending.

About the City of Tigard

Located in Washington County just south of Beaverton and north of Tualatin, the City of Tigard blends established neighborhoods with the energy of its position within the Portland metro area. With a population of about 54,000 residents, Tigard offers a welcoming, connected community with access to major transportation corridors, regional job centers, and a thriving local business environment.

FIG. 1

Aerial drone view of Summerlake City Park in Tigard, Oregon.

Photo Credit: Adobe Stock



Tigard's parks, trails, and natural areas provide abundant opportunities for outdoor recreation and community connection, including access to Cook Park along the Tualatin River. Each summer, the Tigard Festival of Balloons fills the skyline

and brings the City together in a beloved community tradition. The City also supports a vibrant arts and culture scene, including performances by the Broadway Rose Theatre Company and films at the historic Joy Cinema.

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Course Description

PPPM 439/539: TRANSPORTATION POLICY

Transportation policies shape urban spatial structure and impact outcomes ranging from environmental justice to travel behavior to public health. This course provides a foundation in transportation policy and covers topics related local, state, and federal transportation policy. The course presents a brief history of U.S. transportation policy and introduces an array of transportation policy issues, including: the connections between transportation and land use; transportation, the environment, and public health; transportation finance; goods movement policy; and inter-metropolitan movements of goods and people. Course assignments use Oregon as a transportation laboratory and challenge students to synthesize knowledge and original data collection into policy recommendations.

Executive Summary

The City of Tigard's 2040 Transportation System Plan (TSP) establishes a long-range framework for creating a safer, more equitable, and sustainable multimodal transportation system that supports anticipated housing and employment growth through 2040. Adopted in 2022, the TSP reflects a shift from auto-centric planning to a more multimodal approach that prioritizes walking, bicycling, transit, and the efficient management of existing roadway infrastructure.

FIG. 2

Images from class visit to Tigard



This report presents the results of a multi-level transportation policy analysis conducted in partnership with Tigard staff by students in the University of Oregon's Transportation Policy course. The purpose of the analysis is to strengthen alignment between federal, state, regional, and local policies and Tigard's adopted transportation goals.

Students evaluated transportation policies across three levels of governance—federal, state, and local/regional—through nine focus areas: climate, freight and heavy rail, land use, parking, politics and regionalism, public health, public space, safety, and transit. Each policy was assessed using a shared set of criteria: benefits,

political viability, cost-effectiveness, scalability, public support and feasibility, and equity and justice. The analysis emphasizes practical implementation strategies, funding implications, and cross-sector coordination challenges relevant to Tigard's constrained fiscal and institutional environment.

Across all focus areas, the analysis reinforces several consistent findings. First, Tigard's policy direction is well-aligned with emerging federal and state priorities emphasizing safety, equity, climate action, and performance-based planning, positioning the City to remain competitive for state and federal funding. Second, the primary barrier to implementation is not policy intent but

**FIG. 3**

Images from class visit to Tigard

funding uncertainty and interagency coordination, particularly on corridors governed by the Oregon Department of Transportation (ODOT), Washington County, Metro, and TriMet. Third, policies that pair modest local investments with regional, state, and federal grants—such as Complete Streets set-asides, corridor-level memoranda of understanding, and “grant-ready” project pipelines—offer the greatest return under limited local revenues.

The report highlights several high-impact opportunity areas. Strengthening Tigard’s Complete Streets Policy implementation through predictable funding and quick build safety projects can accelerate progress on the High Injury Network while building public support. More explicit performance tracking—such as per-capita VMT, serious and fatal crash rates, and access to frequent transit for underserved communities—would improve accountability and alignment with the Oregon Transportation Planning Rule. Targeted corridor coordination with TriMet and ODOT can enhance transit reliability and safety without waiting for large-scale capital expansions.

Equity considerations are integrated throughout the analysis. Recommendations prioritize closing pedestrian and bicycle gaps in underserved neighborhoods, improving access to transit-rich areas, addressing safety disparities, and aligning land use, parking, and curbside policies with broader affordability and public health goals. Several focus areas emphasize low-cost, scalable approaches—such as pilot projects, zoning and code refinements, and infrastructure prioritization near schools, transit stops, and community centers—to deliver near-term benefits while larger projects advance.

Overall, this report concludes that Tigard has a strong policy foundation to support future mobility needs. By tightening cross government policy alignment, stabilizing local implementation funding, and reinforcing performance-driven decision making, Tigard can translate its ambitious transportation vision into measurable safety, equity, climate, and access outcomes over the coming decades.

Introduction

The City of Tigard’s 2040 Transportation System Plan (TSP) establishes a long-range policy and investment framework to guide the development of a safe, equitable, and multimodal transportation system capable of supporting projected population and employment growth through 2040.

Adopted in January 2022, the TSP responds to evolving community priorities, regional growth policies, and state transportation planning requirements by shifting away from an autocratic model toward one that prioritizes walking, bicycling, transit, and efficient roadway operations within a constrained urban environment.

In partnership with City staff, students were asked to conduct a multi-level policy analysis across three levels of governance—federal, state, and local/regional—to provide recommendations to the City of Tigard to improve policy alignment with the TSP’s established

goals. These recommendations could include addressing funding constraints, new grant opportunities, identifying policy gaps, stronger interagency partnerships, or public engagement opportunities.

Nine student groups researched and analyzed a specific focus area. Each student group selected six policy mediums—two from each level of governance (federal, state, local/regional)—and, utilizing established evaluation criteria, selected one policy for each level to provide a foundation for their recommendations through the lens of their respective focus area.

Tigard's Transportation System Plan

TRANSPORTATION GOALS AND POLICY DIRECTION

At the core of the 2040 TSP is a set of integrated transportation goals aimed at advancing Tigard's broader strategic vision of being an accessible, walkable, and healthy community for all. These goals emphasize providing a safe, comfortable, and connected transportation system for users of all ages and abilities, with particular focus on pedestrians, bicyclists, transit riders, and other vulnerable road users.

Environmental stewardship and community health are central considerations, with the TSP explicitly prioritizing reductions in vehicle miles traveled and greenhouse gas emissions, consistent with regional climate commitments and state policy directives.

Equity is embedded throughout the plan, guiding project prioritization toward historically underserved and transportation disadvantaged populations. The TSP also seeks to support economic vitality by enabling efficient movement of people and goods, while recognizing that long-term mobility and economic competitiveness depend on right sized investments rather than continual roadway expansion. To that end, the plan underscores the importance of maximizing existing infrastructure, coordinating land use and transportation decisions, and leveraging limited resources across jurisdictions.

INTEGRATING TRANSPORTATION WITH GROWTH AND LAND USE

Tigard is planning for substantial growth in housing and employment over the next two decades, with significant development anticipated in Downtown Tigard, the Tigard Triangle, the

Washington Square Regional Center, and River Terrace. The 2040 TSP integrates transportation planning with these growth areas by focusing investment where higher density, mixed-use development can support shorter trips, increased walking and bicycling, and more viable transit service. This approach aligns with Metro's Regional Transportation Plan and mode share targets, which call for a meaningful reduction in single-occupancy vehicle travel, particularly within designated regional and town centers.

Rather than relying on widespread roadway widening, the TSP prioritizes closing gaps in the sidewalk and bicycle networks, improving crossings of major barriers such as Highway 217 and Interstate 5, and enhancing connections between neighborhoods and employment centers. Transit-supportive strategies—including first- and last-mile improvements, transit amenities, and land use policies that encourage transit-oriented development—are integral to supporting planned growth while minimizing congestion and environmental impacts.

FUNDING CONSTRAINTS AND INTERAGENCY CHALLENGES

Achieving Tigard's long-term transportation vision presents significant funding and implementation challenges. The total cost of projects identified in the 2040 TSP substantially exceeds the City's forecasted transportation revenues, requiring careful prioritization and ongoing reliance on competitive federal, state, and regional funding programs.

While Tigard controls certain local revenue sources—such as transportation system development charges, fuel taxes, and street maintenance fees—these funds

are limited in scope and often restricted to specific types of expenditures, such as capital capacity projects or system maintenance.

Many high-cost and high-priority projects, particularly those involving state highways, regional freight routes, or major transit corridors, are under the jurisdiction of agencies such as ODOT, Washington County, Metro, and TriMet. As a result, project delivery is dependent on interagency coordination, jurisdictional transfer agreements, and alignment with broader regional investment priorities. Federal and state grants provide important supplemental funding but are highly competitive, project-specific, and not guaranteed, introducing uncertainty into long-range implementation schedules.

Urban renewal districts in Downtown Tigard and the Tigard Triangle offer additional funding opportunities but are constrained by voter-approved debt limits and finite time horizons. Taken together, these fiscal and institutional realities require Tigard to balance ambition with financial realism, emphasizing phased implementation, multimodal solutions, and partnerships to advance transportation improvements that support future growth while remaining adaptable to changing funding conditions.

Key Transportation Projects in Tigard

The projects and plans outlined below represent some of the primary focus areas students identified for improved policy alignment within the City of Tigard. The following sections will provide a brief introduction to each project.

COMPLETE STREETS POLICY IMPLEMENTATION PLAN

This project establishes a citywide policy framework requiring streets to safely accommodate all users, including people walking, bicycling, using transit, driving, and those with disabilities, across all phases of planning, design, construction, and maintenance. The accompanying implementation plan identifies near- and long-term actions, code updates, performance measures, and interdepartmental responsibilities to systematically retrofit incomplete streets and align transportation investments with land use, equity, and safety goals.

TIGARD SAFE STREETS ACTION PLAN

The Safe Streets Action Plan provides a data driven roadmap to eliminate traffic fatalities and serious injuries in Tigard by 2045 using a Safe System approach. It identifies high-injury and high risk corridors, prioritizes safety investments for vulnerable road users and overburdened neighborhoods, and outlines targeted engineering, policy, enforcement, and funding strategies to support competitive state and federal safety grants.

72ND AVENUE/TIGARD TRIANGLE TRANSPORTATION STUDY

This plan lays out a phased strategy to transform SW 72nd Avenue into a safe, multimodal main street that supports the Tigard Triangle's transition to a walkable, mixed-use district. It establishes a preferred corridor design with protected bike lanes, continuous sidewalks, safer pedestrian crossings, and context-sensitive vehicle lanes, varying by segment to balance safety, access, congestion, and redevelopment needs.

Implementation is structured around five prioritized phases, starting with segments that address the most urgent pedestrian and bicycle gaps and align with near-term development, while coordinating later phases with major regional projects like Highway 217 improvements and future light rail. The plan identifies funding tools (e.g., developer contributions, urban renewal funds, and grants), required right-of-way acquisition, development code amendments, and next steps for detailed design to guide steady, corridor-wide buildout over time.

Policy Analyses and Recommendations

IMPLICATIONS OF TRANSPORTATION POLICY IN TIGARD

Federal Policy

Federal transportation policies influence Tigard primarily by shaping the goals, performance expectations, and funding eligibility the City must align with to advance major projects. Federal emphasis on safety, equity, climate resilience, and measurable outcomes—reflected in programs such as Safe Streets for All and active transportation grants—drives Tigard to prioritize crash reduction, protection for vulnerable road users, and multimodal corridor design. As a result, Tigard's local policies and projects are structured to demonstrate data-driven decision-making, clear safety targets, and readiness for phased implementation, ensuring local goals remain competitive and compliant within federal funding and accountability frameworks.

State Policy

State planning goals and regulatory requirements establish the baseline outcomes Tigard must achieve while still allowing flexibility to pursue more

ambitious local objectives. Oregon's land use system, Transportation Planning Rule, and emphasis on safety for vulnerable users require Tigard to plan for connected multimodal networks, manage roadway performance, and integrate transportation with land use decisions. These mandates directly influence how Tigard's newer local policy goals—such as Complete Streets, Vision Zero aligned safety outcomes, and corridor transformations—are translated into infrastructure projects like 72nd Avenue, ensuring improvements meet state standards while advancing local priorities for walkability, redevelopment, and reduced auto dependence.

Local/Regional Policy

Local and regional policies most directly shape what Tigard is trying to achieve and how it will get there, both within City limits and across the Portland Metro region. City-adopted policies set clear expectations for street design, safety, equity, and multimodal access, while regional plans and partnerships guide how Tigard's streets connect to

transit, freight, trails, and neighboring jurisdictions. Together, these policies position Tigard’s projects—such as the Safe Streets Action Plan and corridor studies—as part of a coordinated regional system, ensuring local investments support broader mobility, climate, and economic goals while remaining responsive to community needs and redevelopment patterns.

Established Policy Evaluation Criteria

Each student group completed a comparative analysis and ranked their initial six selected policies based on the following established criteria, seen in Figure 3. The highest ranking of the two policies, in each level of governance, was selected to move forward in the analysis and recommendation process.

Benefits	How well does the policy advance transportation-related goals in your focus area?
Political Viability	How likely is adoption and sustained implementation?
Cost-Effectiveness	Are outcomes strong relative to financial or administrative costs?
Scalability	Can the policy be expanded, adapted, or replicated elsewhere?
Public Support & Feasibility	Are key stakeholders likely to support the policy, and is implementation realistic?
Equity & Justice	Does the policy address historical or ongoing inequities in transportation access or outcomes?

FIG. 4
Evaluation Criteria

Policy Focus Areas

PURPOSE AND CONTEXT OF THE FOCUS AREAS

To provide a more in-depth understanding of the various roles that transportation policy plays in key aspects of social life, policy making, and project design and implementation, student groups researched and analyzed nine focus areas. Review of these topics allows the class, and as an extension, the City, to better understand the importance of further policy alignment to Tigard's future growth in transportation.

The nine focus areas are and will be presented in the following order in this document:

- Climate
- Freight and Heavy Rail
- Land Use
- Parking
- Politics and Regionalism
- Public Health
- Public Space
- Safety
- Transit

Each of the following chapters will provide a brief description of the group's focus, and will be followed by their policy selections, analyses, and recommendations.

Climate

Climate Overview

This group focused on examining policy strategies to reduce transportation-related greenhouse gas emissions through travel demand management, mode shift, electrification, and policies that shorten or replace vehicle trips.

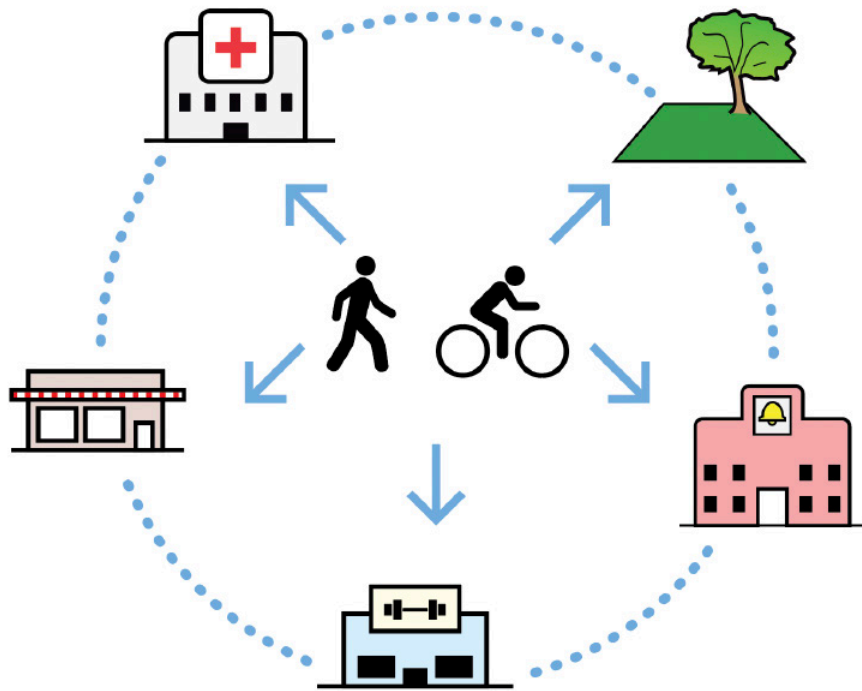
This chapter examines how transportation and land-use policy can be leveraged to reduce greenhouse gas emissions and improve connectivity, equity, and public health in Tigard and the greater Portland metropolitan area. It evaluates three key policy frameworks—the Regional Mobility Policy, the Tigard Complete Streets Policy, and OAR 660 Division 44—highlighting their goals, successes, and implementation gaps. Drawing on site observations, data, and existing

research, the chapter emphasizes the importance of aligning development with transit, addressing suburban isolation, and prioritizing low-carbon, non-vehicular travel. It proposes practical policy enhancements, such as developer incentive systems, quick-build pilot projects, and more localized air quality targets, to strengthen implementation and ensure that emissions reductions and mobility improvements are both effective and equitable across communities.

Regional Mobility Policy

The Regional Mobility Policy is an updated version of the mobility policy for the Portland Metropolitan Area, designed to increase efficiency in land-use and transportation planning and investments. Success is evaluated by decreases in Vehicle Miles Traveled (VMT) per capita for home-based trips and commutes. Mobility Policy 2 calls for expanding low-carbon transportation options to improve connectivity, and Mobility Policy 6 requires that mobility performance measures and targets be included in all transportation plans and amendments.

FIG. 5
Mobility diagram.



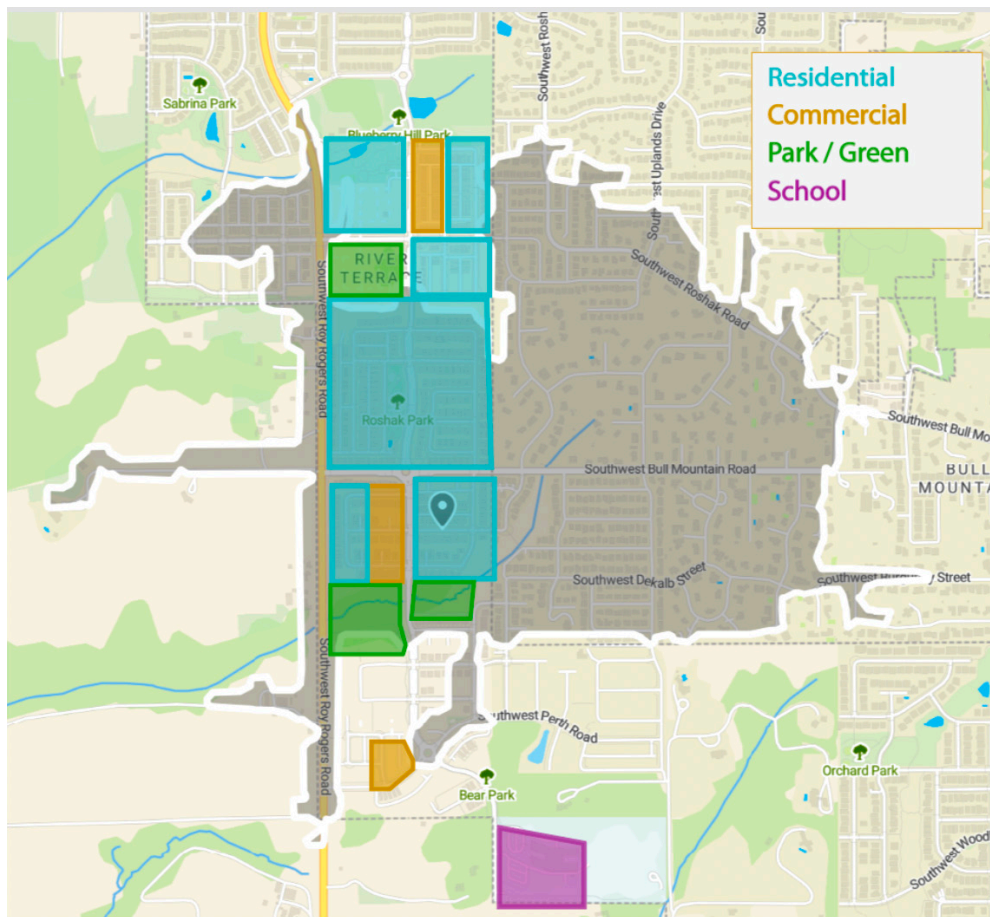
POLICY ENHANCEMENT

This policy shows success in addressing the root causes of transportation problems. Access to different modes of transportation increases connectivity, and bringing services closer to the city center provides sufficient alternative mobility options to disincentivize driving.

However, the policy falls short in its post-implementation phase. New developments neglect connectivity, and

the site visit showed that many suburban neighborhoods are still isolated from transit systems.

When new development does not align with transit goals, it exacerbates spatial inequity and implementation barriers. Creating new neighborhoods without connectivity only increases VMT (Freemark, 2024), which thwarts Mobility Policy 6. City planners do have the authority to enforce regulations

**FIG. 6**

Land uses in Tigard's new residential neighborhoods.

and changes to development and could leverage that authority to ensure policy compliance.

Because the policy revealed a disconnect between planners and developers, city planners could provide additional incentives to encourage developers to comply with the Regional Mobility Policy. This can be done by a “point system” that requires developers to meet policy objectives. An example of a point system would involve an initial charge to developers (~20% of the total estimated cost) that could be reduced for each “point” they earn in sustainable development categories.

Points could come from proximity to bus stops, the presence of dedicated bike lanes, the use of native plants in landscaping, the lot's distance from a food

market, the availability of green space, and a recommended ratio of people to trees. If developers fail to reduce the initial charge through plan adaptations, the City could collect the money for transit projects.

CROSS-SECTOR AND COMMUNITY IMPACTS

Within the River Terrace neighborhood toured during the site visit, there were no grocery stores, few commercial buildings, or other land uses besides public parks. A “15 Minute City” appears to be abandoned in these newer developments; not even the school is within a 15-minute walk of most residential tracts. Diversifying land use is critical.

This would mean redefining how neighborhood spaces are currently laid out. For example, this would mean installing bus stops and expanding bus routes to access these new developments, especially within the suburbs. Mixed-use development would also discourage driving (EPA, 2025) if places for food, recreation, and work or education were accessible by walking or transit. This would also address common equity issues in suburban neighborhoods, making homes more accessible to people without cars.

Developers and residents of newly constructed neighborhoods would benefit from these suggestions. Developers would receive incentives for creating more diverse land use in neighborhoods, and residents would benefit from that diversity as well as from more accessible transit. This creates a more supportive environment for residents, easing access to food, jobs, and education, which has strong benefits for new families and, in preexisting neighborhoods, increases current infrastructure and develops new infrastructure for underserved populations.

Funding is placed on the developer for land use, but many suggestions cannot be taken on by the developer, such as altering bus routes to serve new communities or creating bike lanes. Therefore, city infrastructure projects could be funded by a mix of local revenue, grants, and reallocations of previous developer charges.

Creating such a system would stabilize funding for large-scale projects such as developing a more robust bus system. Advocacy strategies should aim to promote the benefits of diversified land use in neighborhoods to attract public interest in the developments that align with the policy. The key stakeholders are the developers and future residents for funding and the city planners for governance. Altering land use would directly increase the connectivity of Tigard, allowing the City to better adhere to the Regional Mobility Policy.

IMPLEMENTATION STRATEGY

Politically, Tigard has shown support for transit projects, adding onto the Regional Mobility Plan to set higher goals for the City. The primary issue is likely to be with developers who would face higher costs and stricter restrictions to accommodate transit access.

To make this politically feasible, city planners would need to secure state and federal grants to cover the anticipated costs of transit planning, even though it is supposedly already required by law under Mobility Policy 6. This way, developers would not have to shoulder the costs of transit and connectivity when building new neighborhoods.

Mobility Policy 2 and Mobility Policy 6 have different timelines. Policy 2 requires the new development and expansion of low-carbon transit lines, which would take years to plan, fundraise, and construct. However, Mobility Policy 6 does not necessarily require any fundraising or planning from the City, though it could show greater success, and is therefore a short-term policy to kickstart progress towards Tigard's carbon neutrality goal.

Barriers include the careful considerations required to plan new developments that directly conflict with the City's growing need for more housing. The site visit showed dozens of homes built in the last few years to address the housing crisis, but rapid construction may have come at the expense of neglected transit systems. A "point system" could persuade

developers to adopt low-carbon measures by imposing higher costs only when they fail to meet them, making it more expensive to ignore them than to comply. Community skepticism is always expected in climate-related policies, so community engagement and the dissemination of information about planned projects are critical to avoid a decline in support.

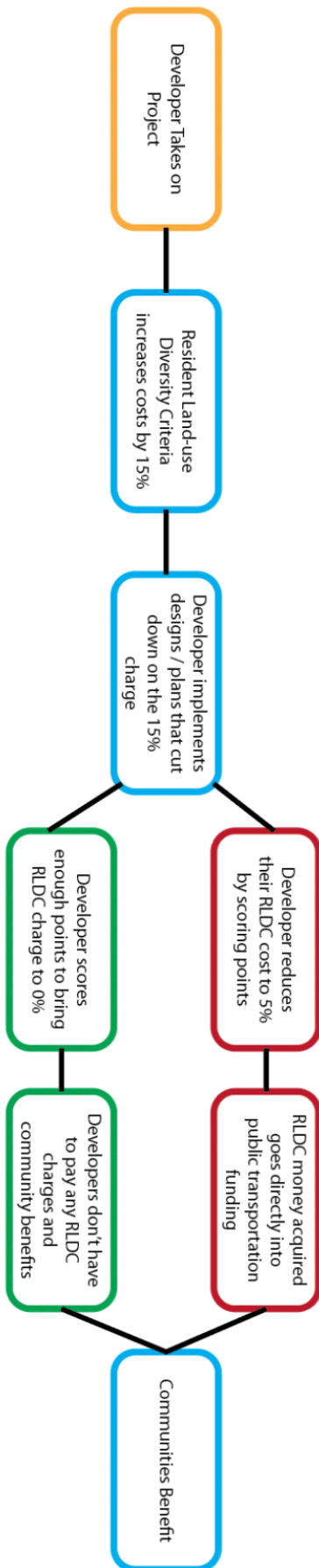


FIG. 7
Proposed development
flowchart.

Tigard Complete Streets Policy

The Tigard Complete Streets Policy is a second policy dedicated to connectivity and bridging the gap between current and planned transportation routes. These include pedestrians, bicycles, transit, and automobile routes, but exclude recreational trails. The goal is for people to reach their desired destinations easily and efficiently without significant “gaps” in their routes.

Additionally, projects must consider green spaces and minimize environmental damage. This policy is specific to Tigard, entirely dependent on Tigard’s needs and resources. Completing alternative, non-vehicular routes is critical for reducing Vehicle Miles Traveled (VMT), as people generally choose their transportation based on what is easiest, most familiar, and most cost-effective (DRIFT Staff, n.d.). If Tigard makes vehicle travel more difficult without expanding other modes, public support for this policy and others could decline sharply.

The policy also targets efficiency. Though it might seem counterintuitive, by creating new automobile routes, the City can clear old, inefficient ones, making travel times faster, shorter, and easier. This also creates space to replace old routes with green space or commercial, residential, or mixed-use zones, ultimately decreasing the amount of land dedicated to vehicles.

POLICY ENHANCEMENT

This policy is successful in the benefits it brings to Tigard, its political viability, its equity implications, and its scalability. Benefits include pedestrian safety, environmental sustainability, and connectivity. By expanding non-vehicular routes, people biking, walking, or using other modes of transportation are further separated from cars, protecting them from accidents. Environmental considerations when removing old

transportation routes could create new green space in neighborhoods overburdened by roads, increasing equity. Moreover, it ultimately supports connectivity by “closing” segmented routes and making them more attractive options for commutes and home-based trips.

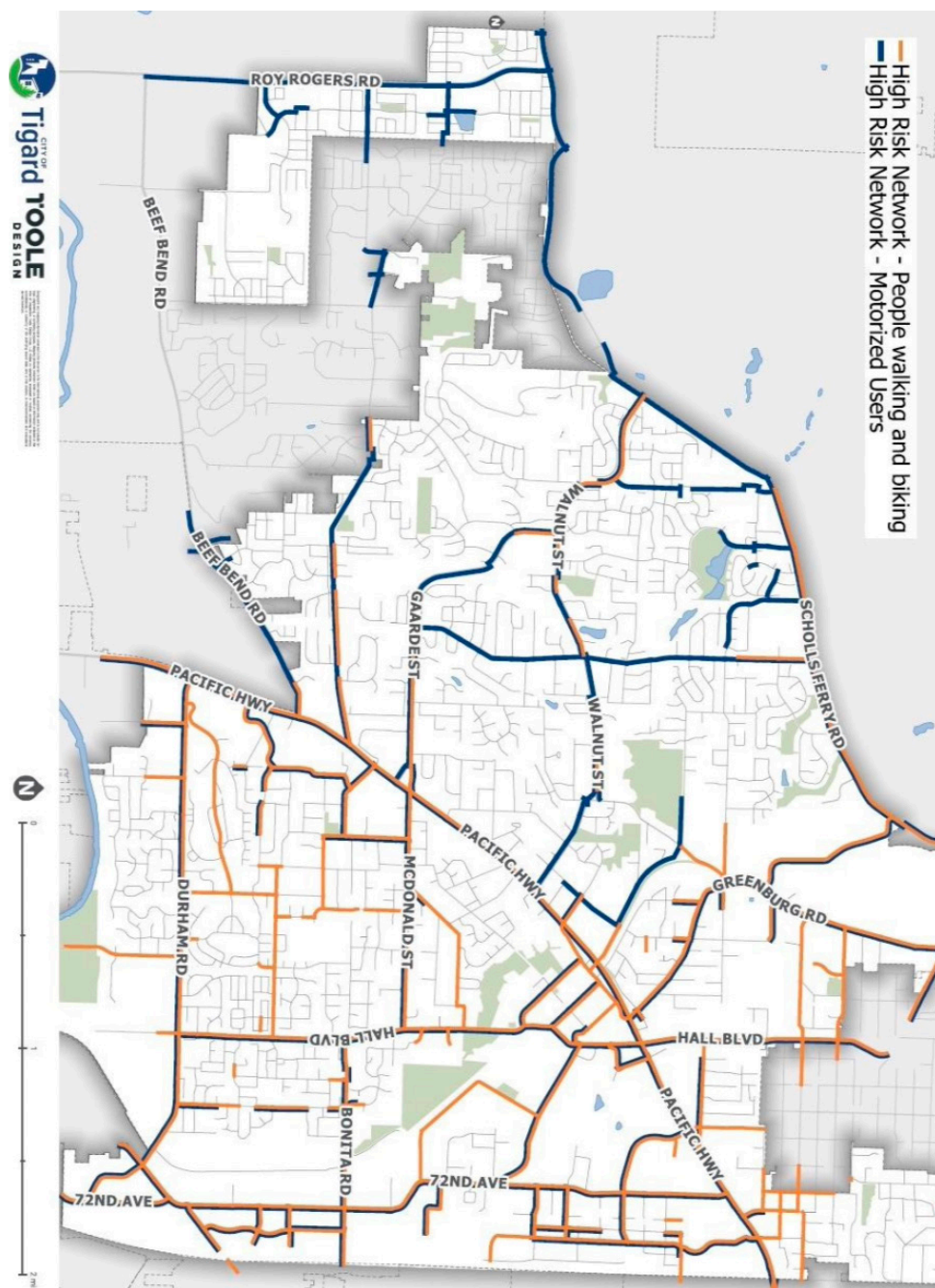
However, because the policy is centered in Tigard, it relies on the City and taxpayers for funding, leading to uncertain funding. Moreover, neighborhoods in higher tax brackets could receive inequitable attention from the City to increase non-vehicular transportation modes, leaving certain neighborhoods behind.

Other issues that could arise are “not in my backyard” (NIMBY) issues, as not all citizens might support construction or new transit projects in their neighborhoods. Residents and businesses could reject projects in their area, delaying projects or altering them to serve other locations, and abandoning certain routes.

To address these constraints, Tigard could make low-cost, quick-build pilot projects a larger percentage of the whole implementation strategy. Treatments such as paint, flexible posts, and temporary curb extensions on high-risk corridors could increase political viability and public support. Setting and meeting annual targets for these installations

FIG. 8

High-Risk infrastructure networks in Tigard.



Before

After

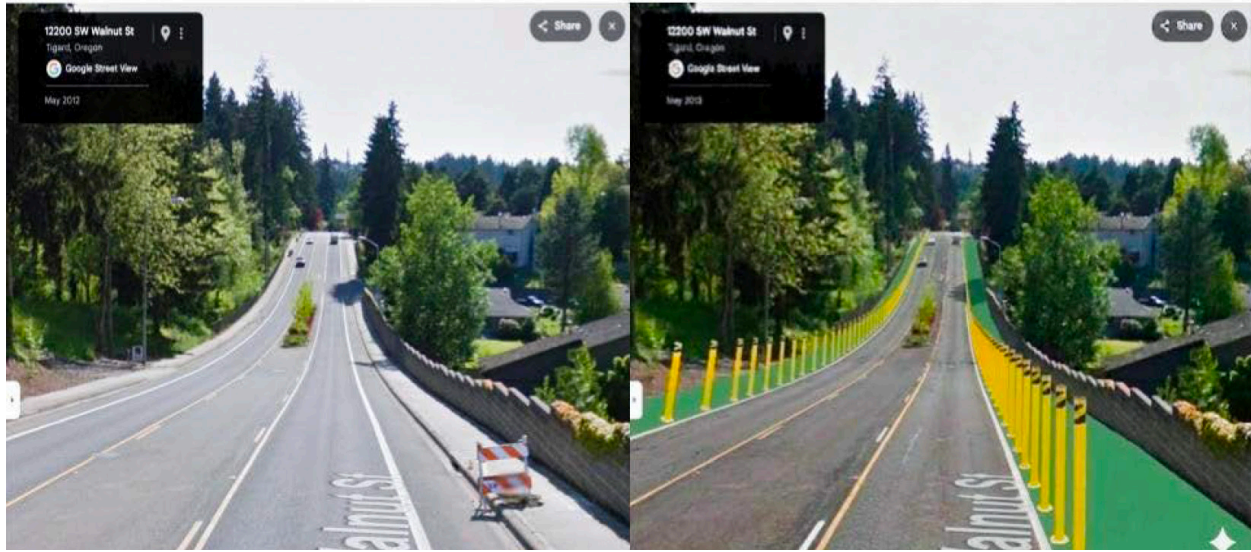


FIG. 10

Before and after images.

could expand the network and protect pedestrians, making considerable progress while larger segments of the project gain momentum.

Pilot projects could center around routes connecting people to schools, parks, neighborhood centers, and transit stations to reduce short car trips and encourage walking, biking, and transit use. Visible progress and clear targets could lead to resident support while staying within existing funding limits.

CROSS-SECTOR AND COMMUNITY IMPACTS

While the Complete Streets Policy can cover routes throughout Tigard, suggested improvements to the policy, such as short-build pilot programs, would generally focus on neighborhoods and high-density residential areas. Low-cost projects can be spread more evenly across neighborhoods, as they would not require considerable fundraising or be large enough to face public rejection,

meaning the policy will also be more equitable across neighborhoods with different demographics. Spatial inequities commonly accompany large-scale, high-cost projects, and this more localized approach prioritizes connectivity and accessibility without the restrictions and decisions that lead to those inequities.

Low-cost, quick-build projects along high-risk corridors also provide immediate safety and accessibility benefits to pedestrians, cyclists, and transit users, especially those disadvantaged by existing transit, such as children, seniors, and lower-income individuals. This not only creates access to transit but also to safe transit, which encourages more walking and biking in previously car-dense neighborhoods. Pilot projects are thereby “trial runs” for more permanent projects, strengthening community trust and support for transit projects and enabling larger projects in the future.

As mentioned previously, quick-build projects allow Tigard to make progress on transportation goals while working within existing funding constraints. These projects use maintenance budgets and low-cost materials, which are leveraged through state safety grants. Governance changes should include making these pilot projects the standard first step in corridor redesign and then incorporating community feedback into future decision-making. Stakeholders include Tigard staff, elected officials, neighborhood groups, and local businesses.

IMPLEMENTATION STRATEGY

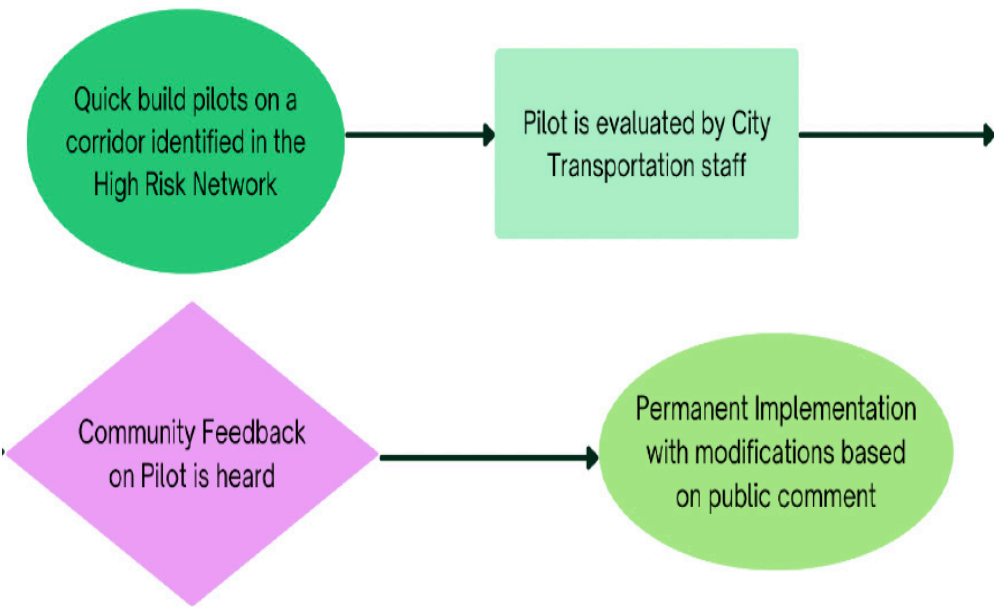
Emphasizing the low-cost and reversible nature of quick-build projects can build political and public support, helping prevent NIMBY pushback. Working with neighborhood associations, school PTAs, and safety advocates can highlight demand for connectivity projects, especially near schools and parks. These projects allow Tigard to experiment and achieve results without committing to more disruptive and expensive permanent changes, thereby lowering risk and demonstrating accountability.

With City Council approval, transportation and public works staff should identify priority corridors on the High-Risk Network; install scalable and generalized quick-build projects; and collect safety and usage data post-implementation. Planning staff would then coordinate with local programs such as the Neighborhood Traffic Management Program while securing funding for larger projects through regional, state, and federal grants.

Data collection should show which quick-build projects lead to the greatest improvements in safety and usage, so they can be scaled across the entire City to support a more connected network of non-vehicular transportation routes.

Barriers, however, include public resistance to street design changes, business concerns regarding parking or access, and funding limitations. Temporary pilot projects mitigate these barriers by allowing projects to adapt to demand and criticism with lower costs to taxpayers. This requires clear, two-way communication with residents to diffuse information and receive feedback.

FIG. 11
Pilot program
flowchart.



OAR 660 Division 44

OAR 660 Division 44 establishes metropolitan greenhouse gas reduction targets to reduce emissions as quickly as possible. The Metropolitan Service District (Metro), which serves the Portland metro area, is required to set its own targets beyond the minimum statewide targets. They require consistently decreasing GHG emissions, with a 20 percent reduction by 2035 and a 35 percent reduction by 2040. In addition to its emission-reduction targets, Tigard has set its own goal of carbon neutrality by 2035.

POLICY ENHANCEMENT

This policy demonstrates success through intention; the increasingly ambitious emission-reduction targets, combined with Tigard's commitment to carbon neutrality, suggest low political viability and public support. Tigard has made considerable reductions in GHG emissions (Sustainability Solutions Group, n.d.), but not yet at the anticipated scale. To make this project more feasible, Tigard could clarify which pollutants pose the greatest threat to public and environmental health

and redesign reduction plans accordingly. PM2.5 and PM10 (particulate matter 2.5 and 10), for example, are the primary pollutants in Tigard (AccuWeather, 2026), stemming primarily from busy roadways and transportation emissions, but are not technically considered greenhouse gases. This means particulate matter will not be prioritized in Tigard's emission reduction plans. Simply altering the language in Tigard's policies from "greenhouse gases" to "criteria air pollutants" allows a broader range of

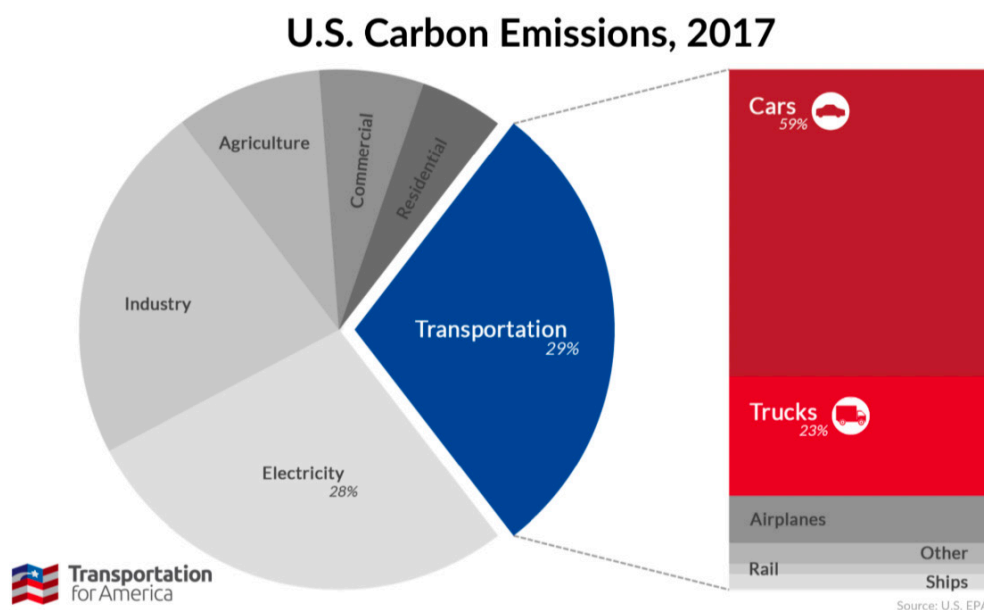
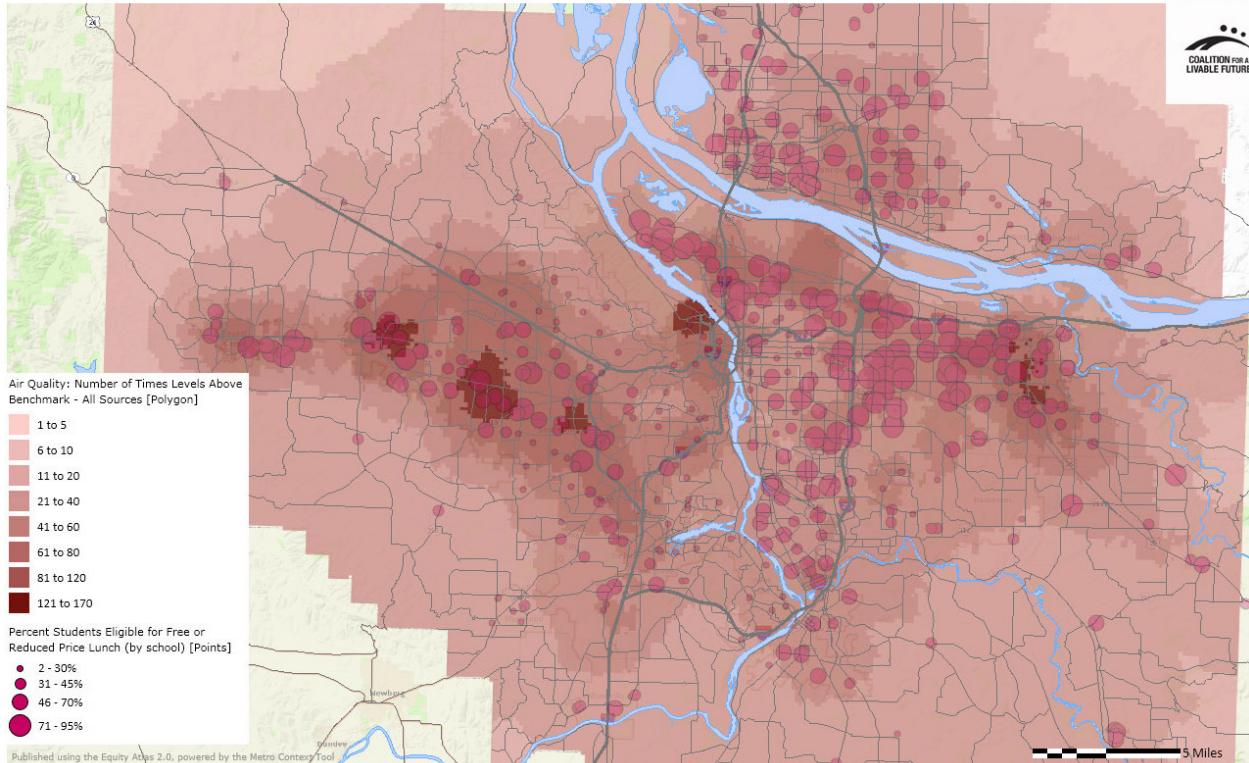


FIG. 12

US carbon emissions, 2017.

Air Quality in Relationship to Percent Students Eligible for Free or Reduced Price Lunch, Freeways and Arterial Streets

**FIG. 13**

Air quality across the Portland Metro.

pollutants that negatively affect both the environment and people to be considered in transportation and climate projects.

To mitigate this, Tigard could shift plans away from broad, citywide reduction goals toward more localized, specific ones to increase public trust and target pollution hotspots more efficiently. Specificity leads to efficiency, as data collection will allow Tigard to propose specific targets that target certain pollutants.

Reducing particulate matter pollutants would require projects such as urban greening, implementing low-emission zones, and disincentivizing automobile transport by promoting transit. Other air pollutants, such as NO₂ (nitrogen dioxide) and CO (carbon monoxide), would also decrease, contributing to the GHG emission reduction targets.

GHG emissions cannot be properly evaluated without sufficient monitoring. Tigard should consider a commitment to community and city monitoring projects, encouraging citizens to record pollutant levels at the individual property level as city officials utilize state and federal grant funding for a citywide official monitoring center.

CROSS-SECTOR AND COMMUNITY IMPACTS

Generalized, Metro-wide emission-reduction data average cleaner areas with more polluted ones, allowing planners and government officials to potentially neglect areas most in need of reduction projects.

Communities with higher car density are the most affected by transportation-related pollutants. Without a language change to “criteria air pollutants”, particulate matter is left out of the OAR

660 Division 44 regulations, which, on a broader scale, leaves communities out of aid.

Tigard plans to reduce the amount of space roads occupy in order to maximize route efficiency and limit VMT. However, these plans primarily reduce inefficient and unnecessary streets without high traffic levels—areas of relatively low pollution emissions—instead of major arterial roads and highways that cause the most pollution. Areas closer to major roads, such as within and bordering the Tigard Triangle, could still experience dangerous levels of transportation pollution, regardless of what reduction strategies are implemented.

Targeting specific geographic areas with higher levels of pollutants allows Tigard to begin to remediate historical transportation and land-use discrimination. However, to achieve meaningful socioeconomic benefits, it must align with the Tigard Complete Streets Policy, as OAR 660 Division 44 suggests minimizing roadways, while substantial alternatives must be provided simultaneously to maintain connectivity and avoid further demographic fragmentation.

Current air monitoring data are public information and useful for transportation planning, provided there is sufficient data to draw conclusions from. State and federal grants, such as the federal Climate Pollution Reduction Grant Program and the Oregon DEQ Climate Equity and Resilience Through Action (CERTA) program, can fund city-wide official monitoring programs, and citizen-run initiatives for individual and community air monitoring through companies like PurpleAir can supplement this data without city spending, if Tigard incentivizes and encourages their use.

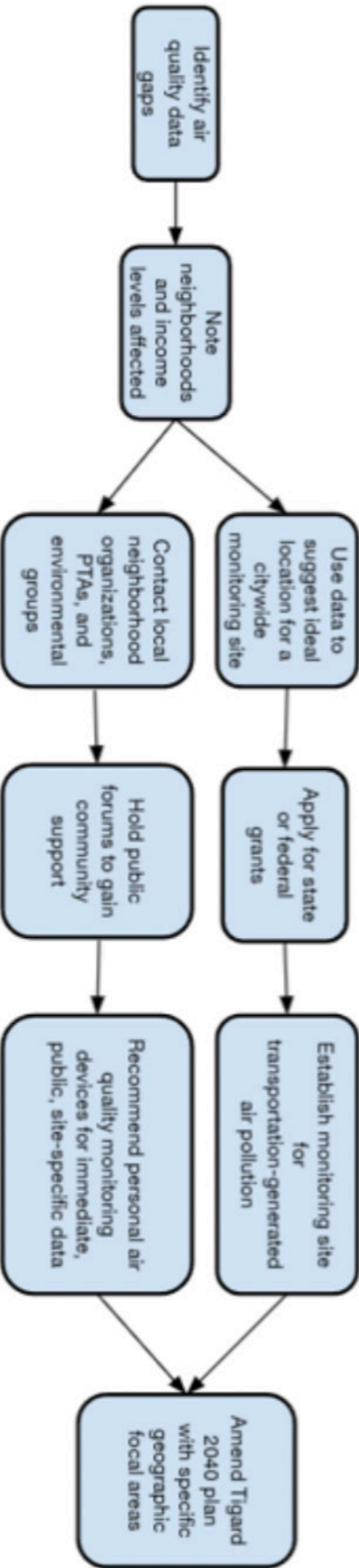
IMPLEMENTATION STRATEGY

As greenhouse gas emission reductions are already mandated by a statewide ordinance and the law, conducting air quality studies and gathering data should not face significant political pushback. It is, after all, a key component in reducing pollution in the Metro area. Since Tigard has pledged to reach carbon neutrality by 2035, it should be easier to implement these changes locally than regionally.

City planners and the Community Development Department could lead these changes, working with PTAs, environmental groups, neighborhood organizations, and other community organizations to gather social data, as air pollution maps do not provide the social context behind the data. This not only increases local support for fundraising and future policies but also provides citizens with the opportunity to track their local air quality and publicize that information. This would supply relatively immediate data while Tigard applies for grant funding for a citywide monitoring station.

An issue that could arise is inequity in political voices. Some community groups might be more outspoken about this issue and suppress other voices. If Tigard collaborates only with the most active higher-income organizations, these areas will likely gain more from these changes than lower-income areas. Geographic equity should be prioritized, and public air quality maps clearly show which areas lack data and which are more affected by transportation-related pollutants, making it easier for the City to identify which neighborhoods to prioritize for collaboration.

FIG. 14
Flowchart to address
citywide air quality
issues.



Freight & Heavy Rail

Freight & Heavy Rail Overview

This group focused on policies that affect the movement of goods and rail operations that support regional and national economies, including freight corridors, rail yards, and industrial access. Transportation policy in this lens balances efficient movement of goods with safety, land use compatibility, environmental impacts, and coordination among cities, rail operators, ports, and regional agencies.

Quiet Zones

Quiet Zones (QZs) are relatively cost effective because of the safety improvements and scalability because they can be applied to most railroad crossings, and they score well in feasibility and medium in equity because most people like the reduction in noise and it especially benefits people living near railroad crossings.

However, it loses points for safety reasons. Despite the overt increase in safety because of the prerequisite crossings' improvements, QZs can also worsen safety, especially for those who bike or walk, as a 2020 study by the FRA found (Federal Railroad Administration, 2020). This is the main concern causing QZs to lose evaluation points.

POLICY IMPROVEMENTS

The main improvement to be made with QZs is not to the policy itself but rather to the implementation of it, that being circumventing risk to pedestrians. The previously mentioned study found that in some cases, train vs. pedestrian accidents increased at crossings in quiet zones after the implementation of the QZs (Federal Railroad Administration, 2020). Measures such as road medians/bollards or four-quadrant crossing gates are almost always used in quiet zones to make it more difficult for motorists to cross while

a train is coming. Often however, where the sidewalk or dedicated walk/bike paths cross tracks in QZs there are no measures to prevent people on foot or micromobility from crossing in front of an oncoming train, leading to the increased danger when trains are no longer sounding the horn at each crossing.

One enhancement to QZs for this is pedestrian gates. These are smaller crossing gates like those for highway railroad crossings that lower over sidewalks or standalone paths. These can be built into the same crossing equipment for the road in the case of sidewalks, or alternatively they can be free standing setups. These can significantly improve pedestrian safety in QZs by conspicuously blocking the path when a train is coming instead of relying on users to look and wait for oncoming trains. Pedestrian gates and lights are especially helpful for preventing accidents involving

**FIG. 15**

Images of QZ rail crossings.

pedestrians who are listening to music on headphones, a common cause of accidents.

IMPROVING PEDESTRIAN RAIL-CROSSING SAFETY WITH HINGED PEDESTRIAN GATE SKIRTS FROM FEDERAL HIGHWAY ADMINISTRATION

Besides pedestrian gates at crossings, the railroad right of way in QZs can also be fenced in to improve safety. This can help prevent “trespassing” accidents, those between pedestrians and trains that happen when people walk on tracks or cross where there isn’t an established crossing. The reduced train noise in QZs can make oncoming trains easier to miss, especially when crossing illegally where there are no protective devices to alert users, so constructing right-of-way fencing is another effective way to enhance QZ safety.

Another enhancement to QZs would be alternative strategies to cover the costs of implementation. The up-front costs of creating a quiet zone can be very large, especially when shouldered entirely by the municipality and not the railroad or other stakeholders, which is usually the case. This could be done by seeking grants, primarily through the Railroad Crossing Elimination Program or the National Rail Partnership Program, both grant programs administered by the Federal Railroad Administration (FRA). The likelihood of receiving grants from the FRA is currently unclear, and there is little information on if they have been accepting applications or making grants during this presidential administration. Nonetheless this could still be explored as it seems to be the best way to lessen the costs of a quiet zone. State level grants for QZs in Oregon are not currently available.

FIG. 16

Rail crossings in Tigard.



SPATIAL IMPACTS

Spatially, impacts are straightforward as they occur at the railroad crossings in Tigard themselves. At crossings and the surrounding areas, noise from trains would be significantly reduced, and crossings themselves would see increased safety amenities/improvements.

Downtown Tigard has two main crossings, on Main and Hall, as well as a dedicated pedestrian crossing at the WES Station/Transit center. Four other crossings exist on the mainline rail corridor which hosts WES service, two of which lie on the outer borders of Tigard. The spatial impacts would depend on the scope of the QZ. There is another rail line diverging from the mainline in Tigard with more crossings, but this line sees more intermittent freight service and no WES, and it could be argued that the nature of that line's crossings would make it more difficult to implement a QZ. Therefore, the scope of the QZ would need to be fully evaluated and determined by Tigard before the full scope and cost can be known.

SOCIAL IMPACTS

Anyone who doesn't like the noise of train horns benefits from QZs. Anyone who uses railroad crossings also technically benefits from crossing improvements, although the benefits in this case may be marginal. This policy has the potential to cause "gentrification" as the curtailment of horn noise could cause property values to rise in areas around railroad crossings that were previously impacted by the noise. Since most of the railroad crossings in Tigard are in commercial zones, direct impacts of gentrification on residents are debatable; the impacts would likely fall upon businesses.

Because of the upgrades and improvements that happen to railroad crossings during QZ projects, accessibility of railroad crossings to mobility impaired pedestrians could potentially be improved. However, safety for crossing users with deafness or impaired hearing could be impacted negatively after the implementation of a QZ, unless measures are taken to account for this where sidewalks/paths cross rails, as described earlier.

FUNDING & GOVERNANCE IMPLICATIONS

Other funding possibilities besides paying for the QZ from the City transportation budget include:

- Federal Grants (FRA - RR Crossing Elimination grant, NRPP-National Railroad Partnership Program grant)
- State funding allocated to rail improvement projects (ODOT, Oregon State Rail Plan - A Tigard QZ would need to be added to the rail needs inventory. It is unclear whether a QZ would be funded as most rail projects are infrastructure improvements for train operations.)
- Local taxes based on properties that would benefit from the QZ

A potentially helpful governance enhancement would be a project stakeholders committee. This committee could meet to help keep the project on track and work through cross-sector issues of design, funding, and implementation. Stakeholders in this committee could include:

- Tigard, and any consultants or contractors Tigard has on hand
- ODOT
- Portland & Western Railroad
- FRA
- Local groups or community members

IMPLEMENTATION STRATEGY

Advocacy Pathways

Quiet zones attempt to solve rail safety and quality of life issues, and they align with Tigard's broader transportation safety goals. Therefore, a QZ would be a key part of Tigard's transportation policy, and the project should be framed with this in mind. Advocacy strategies for a quiet zone could take the form of community outreach to build political and financial support. To build political support for a QZ, Tigard could present statistics and facts related to the safety benefits and other benefits of quiet zones to the public. If there are community or civic groups present in Tigard whose constituents are affected by train noise or other safety issues related to crossings, the City could leverage these groups to garner support and spread the word about the proposed QZ.

Administrative Steps

As a first step, Tigard's transportation planners would outline the plan and create official policy to make the QZ. The plan would include which crossings are to be a part of the quiet zone. City planners would then work with ODOT and Portland & Western Railroad to develop more detailed plans for the modifications that would take place, before developing and submitting a quiet zone application to the FRA.

Phasing

Overall, a QZ would be a long-term project likely taking years to complete. However, there are both short-term items and long-term items involved in the project. The short-term would involve assessing current conditions around crossings and determining the scope of the project. During this time, public engagement would be important, and concepts could be presented to the public. Finally, policy adoption, possibly including a funding

strategy, would occur. In the long-term, the City could work in-house or with consultants to create improved crossing designs that meet FRA requirements, evaluating them critically with the FRA's crossing safety index. When costs are determined, applications for funding such as FRA grants could be sent out. With planning finished, the QZ application can be sent to the FRA, and construction can begin if it's approved. Finally, upon completion and inspection, a notice of QZ establishment will be sent to the railroad (PNWR).

POTENTIAL BARRIERS AND MITIGATION STRATEGIES

Cost is a potential barrier to a QZ. A QZ requires large up-front costs because extensive improvements to crossing infrastructure are required. To mitigate this, multiple funding sources or alternate funding sources besides the normal city budget could be sought, as mentioned earlier.

Another potential barrier is cooperation with the railroad. Working with PNWR means that negotiation will be necessary. Construction of a QZ could disrupt the railroad's operations. The mitigation strategy for this could be to engage in discussions with the railroad from the beginning of the planning process to understand their operations and any constraints that they face, using feedback from them in the process of designing crossing improvements. During discussions with PNWR, the benefits of the QZ to the railroad should be emphasized, framing them as a beneficiary.

**FIG. 17**

Railroad QZ roadmap.

Connect Oregon

Since starting in 2006, Connect Oregon has been a very productive grant program, funding many rail, aviation, and marine projects in Oregon that have proved to be very useful and important receiving funding. However, unknowns around the current ODOT budget crisis and implications for Connect Oregon lowered the political viability score.

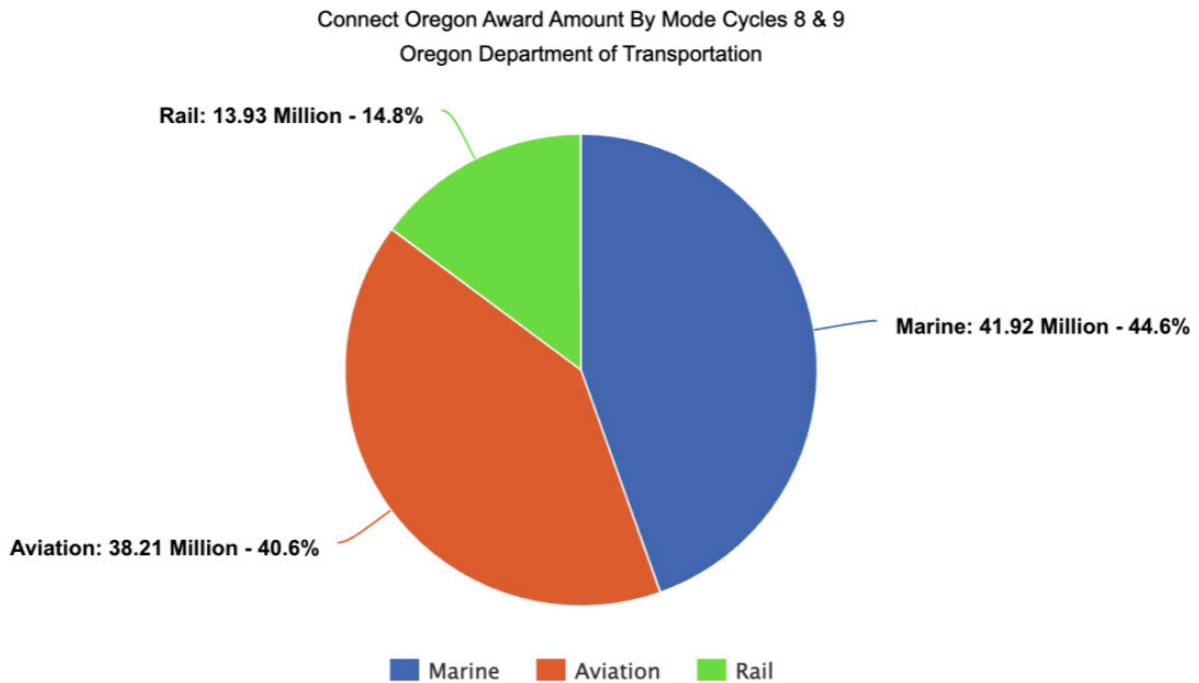


FIG. 18

Connect Oregon funding awards.

As of March, \$42M out of the ~\$75M budget for Connect Oregon is being redirected to regular ODOT operations (Oregon Department of Transportation, 2026).

While this redirect is for 2026 only, without new ODOT funding mechanisms, funding issues may persist. Hopefully a resolution will be reached that preserves this program in its entirety; further speculation is beyond the scope of this report.

Connect Oregon would be highly cost effective for Tigard because it funds major rail infrastructure projects with Tigard, PNWR, or TriMet having to make a 30% match. Additionally, the grant program is cost effective because it's a competitive grant, meaning the most effective projects should win. It's very scalable, with Connect Oregon rail grants in the past having gone to both minor point improvements and large upgrade projects spanning long distances of rail corridors. As far as public support and feasibility go, Connect Oregon appears to have relatively low visibility among the

general public unless funding is directed toward passenger rail or transit projects; however, it receives strong support from transportation and rail stakeholders. The program scored highly in equity/justice because it funds non-highway transportation modes, which generally provide more equitable community and environmental benefits than highway-oriented investments.

POLICY IMPROVEMENTS

Connect Oregon would benefit from additional, more secure funding. To help achieve this, Tigard could lobby the Oregon Legislature to give ODOT a larger and more secure budget, including identifying more funding mechanisms, and specifically advocate for the Connect Oregon program. Tigard could also do community outreach about the importance of transport funding as part of this. During the site visit, Tigard mentioned perceptions of the public having “tax fatigue,” which makes it undesirable to propose increased transport funding or new funding mechanisms. However, transportation funding is extremely important, and Tigard could frame the issue to the public as such.

Another way Tigard could enhance Connect Oregon would be to work with rail stakeholders to identify projects and get them ready. Connect Oregon favors “shovel ready” projects that are already designed. Therefore, if Tigard wants to take advantage of Connect Oregon grants, the City could engage in talks with stakeholders such as PNWR, TriMet, and ODOT to evaluate needs for improving rail service in ways that would benefit Tigard.

SPATIAL IMPACTS

Spatial impacts would likely occur directly on or around railroad lines and crossings. There could also be impacts over a wider area of Tigard, such as increasing accessibility or connectivity with rail improvements. For example, neighborhoods of Tigard with WES riders or commercial zones that want to ship freight by rail could benefit from rail improvements funded by Connect Oregon.

SOCIAL IMPLICATIONS

Local governments and rail operators benefit significantly because they get grants to build or upgrade their transportation infrastructure. Passenger rail riders would benefit if the project contributes to improving passenger service. Businesses that rely on non-highway transportation for shipment of freight and rail in this case also benefit from these infrastructure improvements. In the cases of both passenger and freight, more riders and/or shippers might be attracted to use rail if infrastructure improvement projects were funded by Connect Oregon. The investment in rail infrastructure could also create wider economic benefits/opportunities throughout Tigard and the region.

Another social implication is the potential for rail improvements to build social capital. Better transportation networks can strengthen social ties by facilitating improved mobility between places and getting more people on mass transit. If regional collaboration is utilized to create better connections with rail, it could increase social capital regionally. Additionally, improved multimodal transportation reduces transportation barriers for those who don't have access to a private car, increasing their access to jobs, services, and opportunities.

FUNDING & GOVERNANCE IMPLICATIONS

As a state grant program, Connect Oregon provides critical funding for transportation projects. However, the program's future is closely tied to ODOT's financial stability. Ongoing budget challenges will continue to threaten the program if long-term funding shortfalls are not addressed. Tigard could benefit from advocacy at the state level to help resolve ODOT's budget issues and preserve programs such as Oregon Connect.

IMPLEMENTATION STRATEGY

Advocacy Pathways Projects seeking to receive Connect Oregon funding need strong political commitment behind them. Working alongside relevant rail stakeholders to evaluate the needs of both the stakeholders and city is important to plan and design rail projects that could later receive grants. Additionally, advocating to support ODOT funding is vital for this policy.

Administrative Steps

Tigard could begin by working with the railroad or other stakeholders to plan rail projects. After planning and design, a grant application to ODOT would be made. The application would likely be submitted by Portland & Western Railroad, TriMet, or potential rail shippers rather than the city, but Tigard could play a role, nonetheless. ODOT and the Oregon Legislature would evaluate the project and determine whether to fund it.

Phasing

In the short term, Tigard could work with rail stakeholders to evaluate and establish needs for improvements and develop potential projects. Next, concept engineering plans could be made, and any potential constraints identified. Provisions to provide the grant match funding would need to be made. In the long-term, the grant application would be developed and submitted. The City and rail stakeholder(s) would work with ODOT and answer questions they may have. If funding is approved, the design will be finalized, and construction of the project could take place.

Potential Barriers and Mitigation Strategies

Political competition for Connect Oregon grants between regions is a potential barrier, as these grants are competitive. A mitigation strategy for this could be to emphasize the importance of the improved connectivity the project would provide to Tigard and build additional support by leveraging public outreach. Another potential barrier is a weak grant application. The grant application should include feasibility studies, stakeholder collaboration, and engineering concepts that demonstrate the project is "shovel ready."

Westside Express Service Policies (WES)

Policies that improve WES would offer significant benefits to Tigard, given the line's current track layout and its proximity to downtown destinations and a transit center. The original evaluation identified strong political support but limited funding. However, the project has scalability, with potential improvements ranging from modest increases in service frequency to a full transformation into an intercity rail line. The enhancements could also strengthen public support and improve equity for transit riders.

POLICY IMPROVEMENTS

Tigard could actively engage in lobbying and advocacy to shape future WES policies and maximize local benefits. This includes working closely with key stakeholders such as PNWR, the track owner and current operator of WES, to ensure alignment, and coordinating with TriMet, the WES service manager, to communicate the city's priorities. Advocacy efforts could also involve discussions with ODOT regarding rail priorities and the State Rail Plan, as well as lobbying legislators to secure adequate funding in the ODOT budget. TriMet has warned that without increases to statewide transit funding, service cuts and reduced frequency are likely. Support for state funding measures that protect or expand transit dollars could help prevent reductions in WES and create opportunities for future service enhancements (Altstadt, 2025).

SPATIAL IMPACTS

Improvements to WES would likely affect tracks and stations, as well as surrounding areas, where development around stations may increase. Residents near the rail line could experience positive or negative impacts from more frequent service. Transit users would continue to benefit. Beyond ridership gains, rail

improvements can influence local land use by encouraging higher-density residential, retail, and office development, and can increase property values within station catchment areas. These changes often lead to greater population and job density, enhanced transit ridership, reduced automobile dependency, and improvements in accessibility. These improved amenities attract more residents and businesses. While all cities with a WES stop would see gains, Tigard's locations and potential for spatial impacts suggest it could benefit tremendously.

SOCIAL IMPLICATIONS

Commuters, transit riders, and non-drivers benefit from improved WES, which can also enhance social capital by supporting a connected community that reduces social isolation. Increased service improves accessibility and promotes equity by connecting more people to jobs, education, healthcare, and other essential services. Reliable transit can enhance quality of life, support greater mobility for seniors and youth, and encourage social inclusion for people without private vehicles. Because WES serves downtown Tigard, maintaining adequate transit connections to the Tigard Transit Center is essential to maximize these positive equity outcomes.

FUNDING & GOVERNANCE IMPLICATIONS

Expanding or enhancing WES service would require coordination of funding and governance across multiple agencies. Potential funding include the state transportation budget, federal grants from the Federal Railroad Association (FRA) and Federal Transit Administration (FTA), and grant programs such as Connect Oregon. With governance comes key stakeholders that each have their own roles. The FRA provides federal oversight and grant funding for rail projects; the FTA can provide funding for the capital and operational cost of commuter rail; ODOT oversees state transportation priorities and budget allocations; TriMet manages WES service operations; and PNWR owns and maintains the tracks, and operates the trains. Collaboration among these stakeholders is critical to supporting policy developments and potential projects that work to improve service on WES.

IMPLEMENTATION STRATEGY

Advocacy Pathways

Tigard could frame WES as a key tool for supporting local growth, economic development, and regional connectivity. For example, improved service can increase accessibility, attract new businesses and residents, and integrate into Tigard's land use and mobility goals. Advocacy could also include community engagement. The city could host public workshops, surveys, and conduct outreach to gather input from residents, local businesses, and transit users. This engagement is important to build local support and inform the city on what decisions should be made to meet the priorities of the community. Community engagement also demonstrates to regional and state agencies that WES improvements have local support.

Administrative Steps

The City should maintain ongoing correspondence with relevant regional and state decision-makers and actively advocate for WES policies to be prioritized. This includes communication with ODOT and federal agencies.

Phasing

In the short-term, Tigard should closely monitor the Oregon State Plan and other state-level developments related to WES, including legislative actions and ODOT initiatives. Early advocacy may be critical, and city leadership could engage with decision-makers to show Tigard's interest and demonstrate local support for potential service or infrastructure improvements.

In the long-term, as specific policies or projects move into drafting, stakeholder consultation, or approval phases, Tigard could position itself as an active stakeholder by participating in advisory committees, commenting on the policy, and involving itself in the planning process, to ensure that Tigard's priorities are incorporated into final policies or projects.

Barriers and Mitigation Strategies

TriMet has recently shown reluctance to prioritize WES enhancements. To mitigate this, Tigard could advocate for additional state support to TriMet or explore the feasibility of a state-managed operation for WES. The line also struggles to attract improvement initiatives due to perceptions that these improvements are a poor investment due to the high cost-per-rider and decreasing ridership. Mitigation could include strengthening the local transit network to feed more riders to WES, demonstrating that riders still want and depend on rail service, and doing development around the station area to encourage higher usage.

WES Policy Implementation Strategy for Tigard

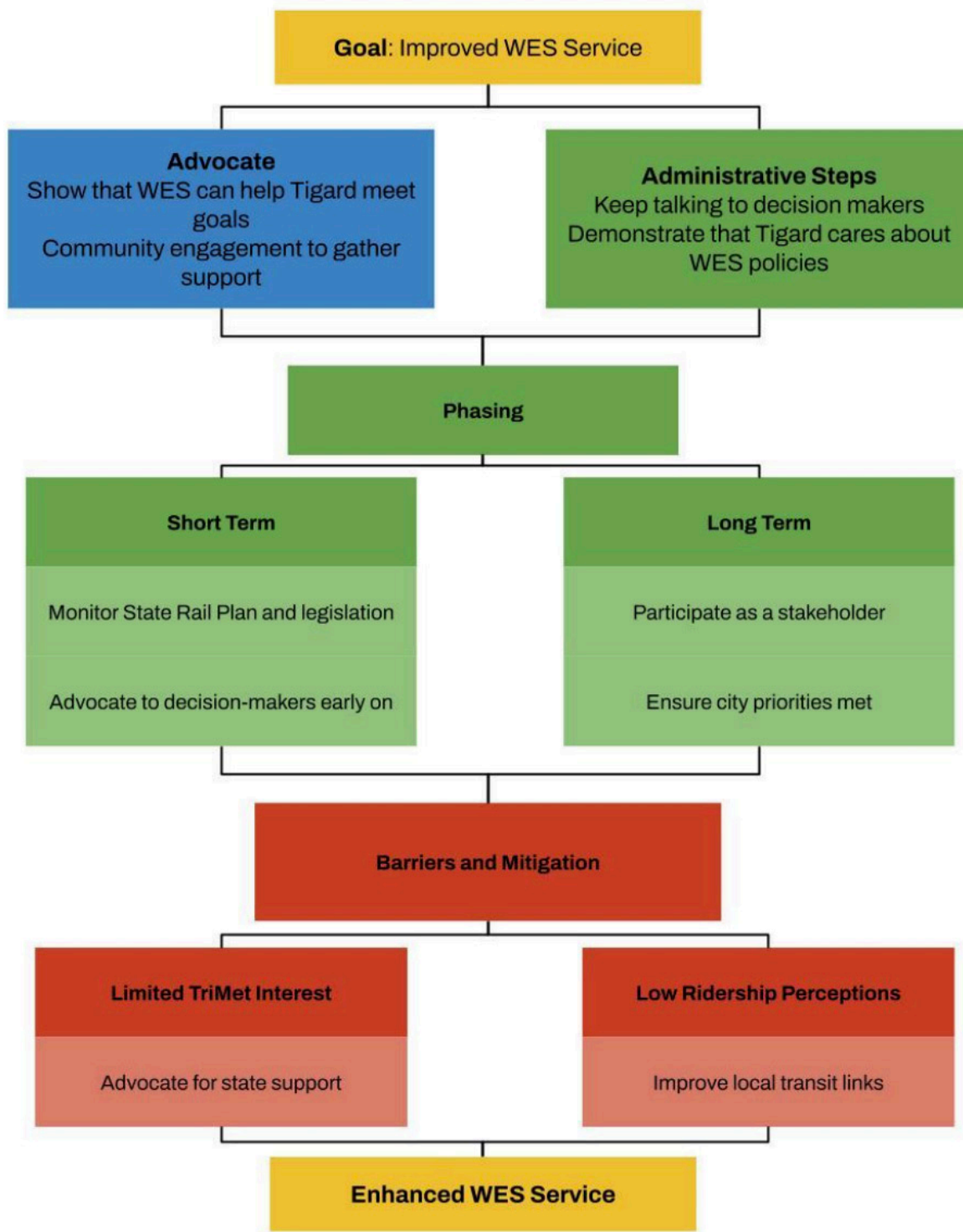


FIG. 19

WES policy implementation flowchart.

Land Use

Land Use Overview

This group explored how policy affects land use decisions, and its influence on travel behavior, focusing on integrating transportation investments with development patterns, density, and transit-oriented development to reduce auto dependence.

This chapter examines how land use policy shapes travel behavior and transportation outcomes in Tigard by influencing development patterns, density, curbside allocation, and access to multimodal infrastructure. It evaluates land use-transportation alignment across federal, state, and local scales through an analysis of the Federal Land Access Program (FLAP), Oregon Administrative Rules Chapter 660 Division 12 (Transportation Planning Rule), and Tigard's Curbside Prioritization Framework. Together, these policies illustrate how funding mechanisms, regulatory standards, and local design strategies can either reinforce auto dependence or support more equitable, transit-oriented, and multimodal land use patterns.

The chapter highlights a consistent tension between aspirational policy goals and implementation capacity. While state and local frameworks increasingly emphasize equity, accessibility, and multimodal connectivity, they often lack clear metrics, funding certainty, or enforceable equity standards. By proposing targeted policy improvements—such as expanding equity definitions in state rules, adapting federal programs to better serve urban jurisdictions, and strengthening curbside prioritization through phased implementation—this chapter identifies opportunities for Tigard to better integrate land use decisions with transportation investments and reduce reliance on single-occupancy vehicles.

Policy Overview

The Federal Land Access Program (FLAP) provides funding for state and local transportation system owners in support of federal land access improvements. FLAP supplements resources for public roads, transit systems, and other multimodal transportation systems. Oregon has received \$276 million in FLAP distributions.

Projects that are funded by FLAP are part of a competitive process where a project is proposed and determined collaboratively through the state's Programming Decisions Committee. Many of Oregon's FLAP funds go towards

necessary maintenance and capital construction projects in rural counties, with local agencies historically receiving the majority of funds and project awards. This program emphasizes the need for federal land access improvement funding for roads and shared roads with ODOT.

OREGON ADMINISTRATIVE RULES, CHAPTER 600, DIVISION 12

The Oregon Administrative Rules (OAR), Chapter 600, Division 12 pertaining to the Department of Land Conservation and Development, is a state-level regulatory policy that describes rules and requirements for transportation plans (Oregon Administrative Rules Database, 2026).

It describes various requirements and guidelines related to a wide variety of topics, including environmental conservation, management of transportation facilities, and land use, including the implementation of Transportation Systems Plans (TSP) at the local level. The policy emphasizes the importance of many principles used in transit-oriented development (TOD). The policy's main purpose is to set the standards of quality for transportation systems, preventing subpar or inefficient systems from being set up.

CURBSIDE PRIORITIZATION FRAMEWORK

The Curbside Prioritization Framework is a local-level strategy that is part of Tigard's unadopted E-Go Transportation Plan. It is described as one of "the most critical recommendations" for planning curb uses and how to manage that space.

The strategy prioritizes land uses (safety and modal projects, active mobility, greening, storage, activation, and access for commerce) between six ranks and is subcategorized by zoning type (residential, residential mixed-use, commercial mixed-use, industrial). This strategy is informed and incorporated

into the Tigard 2040 TSP and conforms with Tigard city code standards for curbside management (Appendix B, 3).

Additionally, this strategy is closely integrated with plans for the Tigard Triangle in Local Policy 1. City officials are studying the current curbside uses in that area and looking to apply future design standards from the Tigard Triangle Streetscape Design Plan (2016) to improve curbside usage.

Within Tigard's transportation context, curbside prioritization and management directly affect transportation outcomes by determining how limited curb space is allocated among different road users. This framework allows the City to prioritize safety, accessibility, and multimodal transportation. When curb space is allocated for safer uses, such as sidewalks, ADA ramps, and bus stops, it reduces crashes and injuries while creating safer walking and biking environments. The framework supports a more efficient, accessible, and multimodal transportation system that serves a wider range of users.

Comparative Analysis

FEDERAL: FEDERAL LAND ACCESS PROGRAM (FLAP)

The Federal Land Access Program (FLAP) performs well by providing accessible funding opportunities for state and local transportation system owners to improve public roads, transit systems, and other multimodal transportation networks that connect to federal lands. This helps supplement limited local resources and supports safer and more efficient access to recreation areas and federal facilities. However, this program falls short due to its highly competitive application process, which creates implementation barriers for smaller or less-resourced jurisdictions that may lack the capacity to develop strong applications. Projects are prioritized based on factors such as safety improvements, alignment with state and national plans, and proximity to high-use recreation sites, which can contribute to spatial inequities by favoring already popular or well-developed areas. Additionally, the program has weaknesses in political viability and public support, as there is little direct community outreach or public involvement in the funding decision process. Instead, local governments apply for funding independently, which limits involvement.

STATE: OREGON ADMINISTRATIVE RULES, CHAPTER 660, DIVISION 12

The policy performs well in political viability because it's a well-established state law and approved rule; it is not politically influenced by the City of Tigard or any agency associated with the City. It should be noted that, as a state law, it is primarily intended to guide and regulate cities. Based on the provided evaluative criteria, the policy did not align with several areas, including benefits. The OAR serve strictly as legislative guidelines on how cities should design

their transportation systems; it provides no other benefit to the City of Tigard, and how they choose to implement them. Another area where the policy fell short is cost-effectiveness, because the benefits of enforcing the OAR are not tangible, and the statute is a regulation framework rather than a benefit-driven program. It falls short in scalability: while it is applied throughout the state of Oregon, state administrative rules are purely regulatory and not intended to be scaled as a program would. Lastly, the equitability of the statute is limited and does not include racial equity measures.

LOCAL: CURBSIDE PRIORITIZATION FRAMEWORK

The Curbside Prioritization Framework, included in the unadopted Tigard E-Go Transportation Plan and integrated throughout the newly finalized 2040 Tigard Transportation Systems Plan, clearly prioritizes pedestrian and cyclist infrastructure with an emphasis on improvements to amenities and access within different zones and land uses. As the framework has yet to be codified, we hold concerns for the political viability of comprehensively restructuring the land uses of curbs throughout Tigard, as it may be a costly investment with uncertain capital returns, and concrete funding sources are not listed within the action matrix for curbside management strategies in the E-Go plan, nor the 2040 TSP. However, this policy is a valuable framework to guide the existing priorities of Tigard.

Proposed Improvements & Implementation

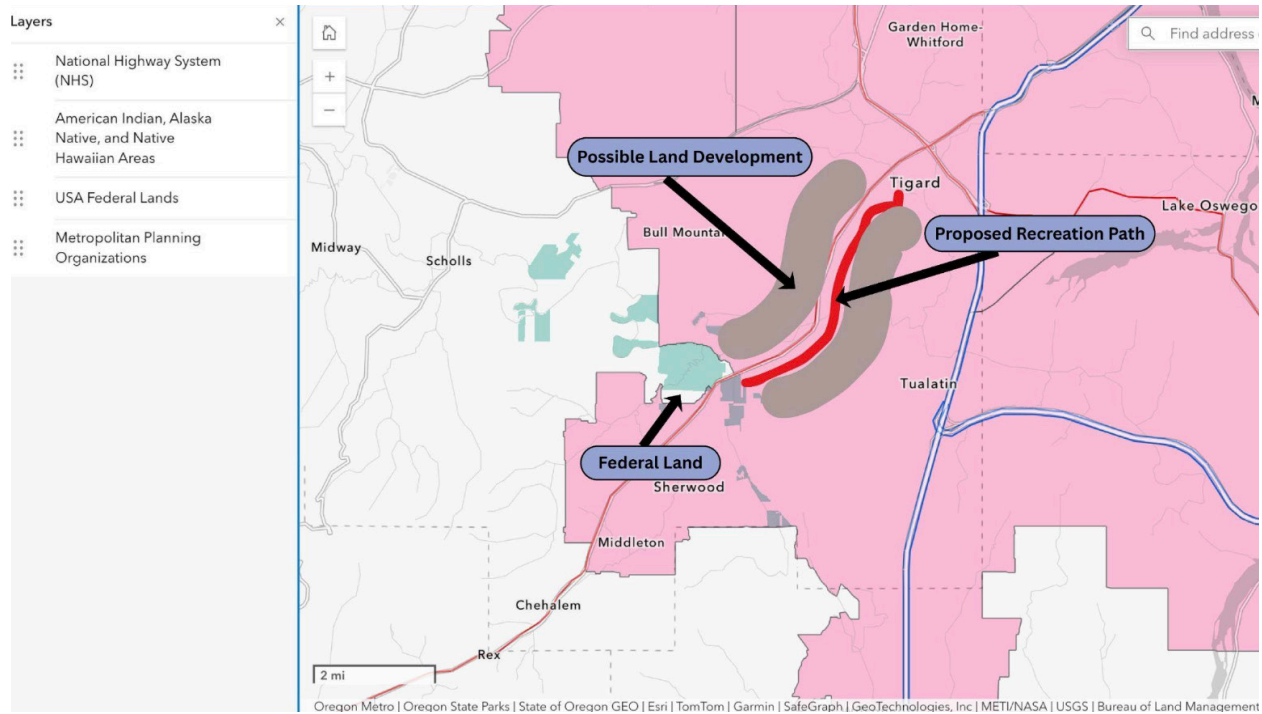


FIG. 20

Map demonstrating implications of FLAP modification.

FEDERAL LAND ACCESS PROGRAM (FLAP)

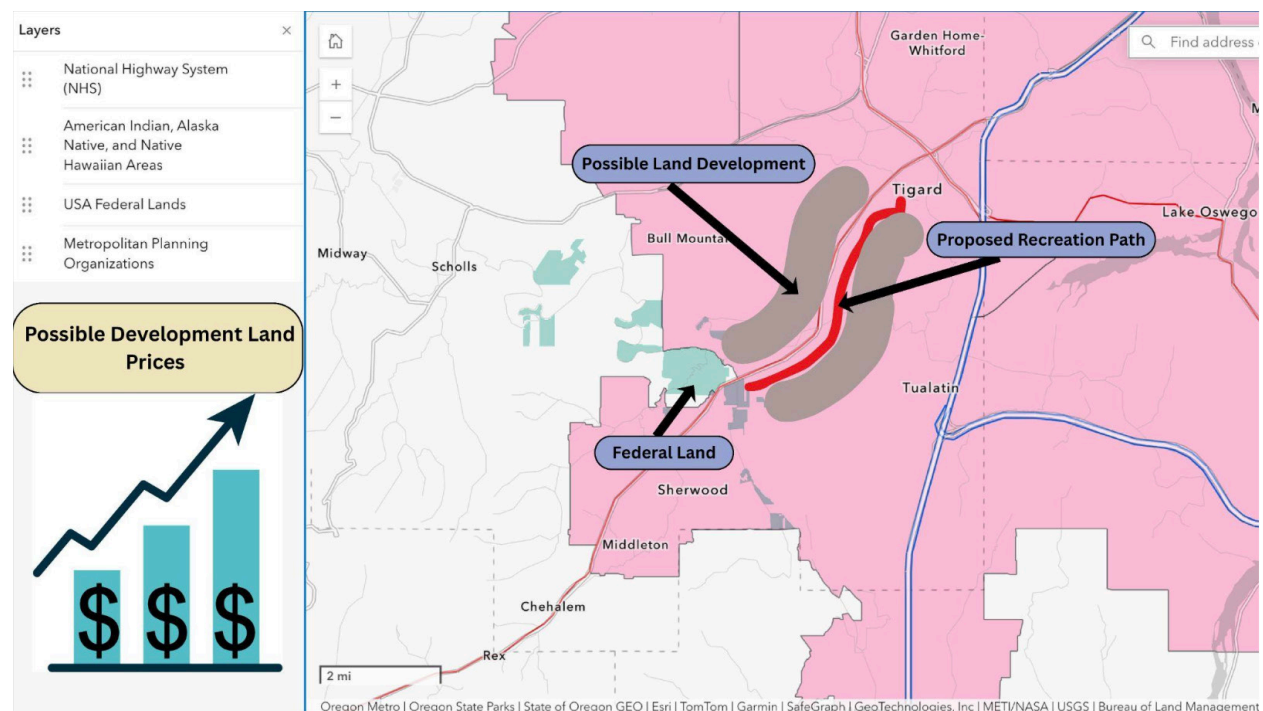
Due to Tigard's distance from federal land, there is a clear barrier between this policy and its implications within the City. Possible improvements to this policy to better serve Tigard could be made through a land buy-back program. If the City of Tigard set aside small areas of land to sell back to the federal government, Tigard could then access the FLAP funding.

Additionally, funds would be easier for Tigard to access if the FLAP program emphasized the construction and management of trails. This initiative could promote construction to access the nearby Tualatin River National Wildlife Refuge. This would also allow for local governance collaboration rather than continuous competition for limited funding. The matching federal funding at

only 10.27% from local funding could also make this opportunity appealing to local officials and residents.

Spatial Implications

In Tigard's context, geographic impacts would likely occur along major transportation corridors within the City that connect to regional routes, even though Tigard itself does not directly provide road access to federal lands beyond its Urban Growth Boundary (UGB). Improvements would primarily affect areas near upgraded roadways and regional connections that support travel to federal lands. Neighborhoods located adjacent to these corridors would benefit from improved road conditions, enhanced connectivity, and potential economic development tied to increased recreation traffic.

**FIG. 21**

Map demonstrating socioeconomic risks and potential benefits.

However, there are important equity implications. Funding may prioritize high-use or economically active areas, potentially leading to disparities if lower-income or minority communities are underfunded. Additionally, improvements near federal lands can reshape access to tribal lands and recreation areas, influencing those who benefit from these investments. From a land use perspective, enhanced road infrastructure can drive development patterns by increasing accessibility, shaping growth around corridors, and influencing how neighborhoods connect to commercial and recreational destinations.

Social Implications

Prioritization of the construction and management of public trails to access federal lands offers many benefits to Tigard and nearby residents. This proposed trail offers a comprehensive and robust recreation facility for residents across cities. However, consideration needs to be given to how this project

could potentially affect land prices and be segregated by income. This proposed trail would likely increase land and housing prices adjacent to the trail because of the new given value of the land. Depending on where this trail is placed, it could bridge income and housing disparities or perpetuate them.

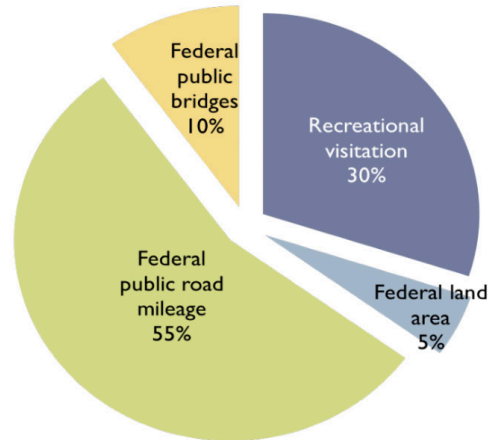
Funding & Governance

FLAP funding could be improved by allowing regions further distance from federal lands to be included as well in consideration. Due to FLAP funding coming from the federal government, the use of funds must be allocated to projects that will increase access to federal lands. Accessing these funds for projects further adjacent to federal lands could be improved by increasing the state or local matching grant. By increasing the grant funding to a higher range of 20-30% from the initial 10%, there could be greater motivation to widen or tier access to funding. These matching state or local funds could come from LOTs on gas tax or



How are the FLAP funds allocated?

- ▶ Funding
 - ▶ **\$250 million per year**
 - ▶ Distributed by formula
- ▶ Period of availability: allocation year + 3 more years
- ▶ FLAP is **not** a grant program; rather, it is a federal-aid highway reimbursement program.



U.S. Department of Transportation
Federal Highway Administration
Eastern Federal Lands Highway

Accessing America's Treasures

FIG. 22

Current FLAP funding distribution.

on ballot measures. This work would need comprehensive collaboration between community members and elected officials, both at the city and state level to effectively introduce these changes.

IMPLEMENTATION STRATEGY

Politically, this could move with the support of regional and federal partners. Seeing as some of Tigard's roads are owned federally, and the City of Tigard has been working with federal partners, they could propose this new construction and management of trails to access the Tualatin River National Wildlife Refuge. Locally, within Tigard, the City Council would have a say in this action, essentially proposing it in a way that is economically beneficial to the City itself, as well as providing recreational access.

Even partnering with environmental groups can build community support and support of the City to proceed with this. The City Council would have to access permits and evaluate the zoning regulations in the existing places so they can proceed with evaluations. As a national wildlife refuge, the U.S. Fish and Wildlife Service would also be involved.

The phasing of this implementation strategy, short-term, would ideally be one or two years to reach a feasible agreement between both parties, and as for long-term, ideally it would take three to seven years, possibly more depending on the funding process and application. Some realistic barriers to this could include public skepticism or political resistance to altering these changes.

OAR, Chapter 600, Division 12

Students recommend expanding the definition of “transportation disadvantaged” that is used in the goals of the language of Goal 12, Transportation, implemented by the Transportation Planning Rule (TPR), to include individuals who have difficulty in obtaining transportation because of the location of their home in spatial relation to transportation facilities and routes.

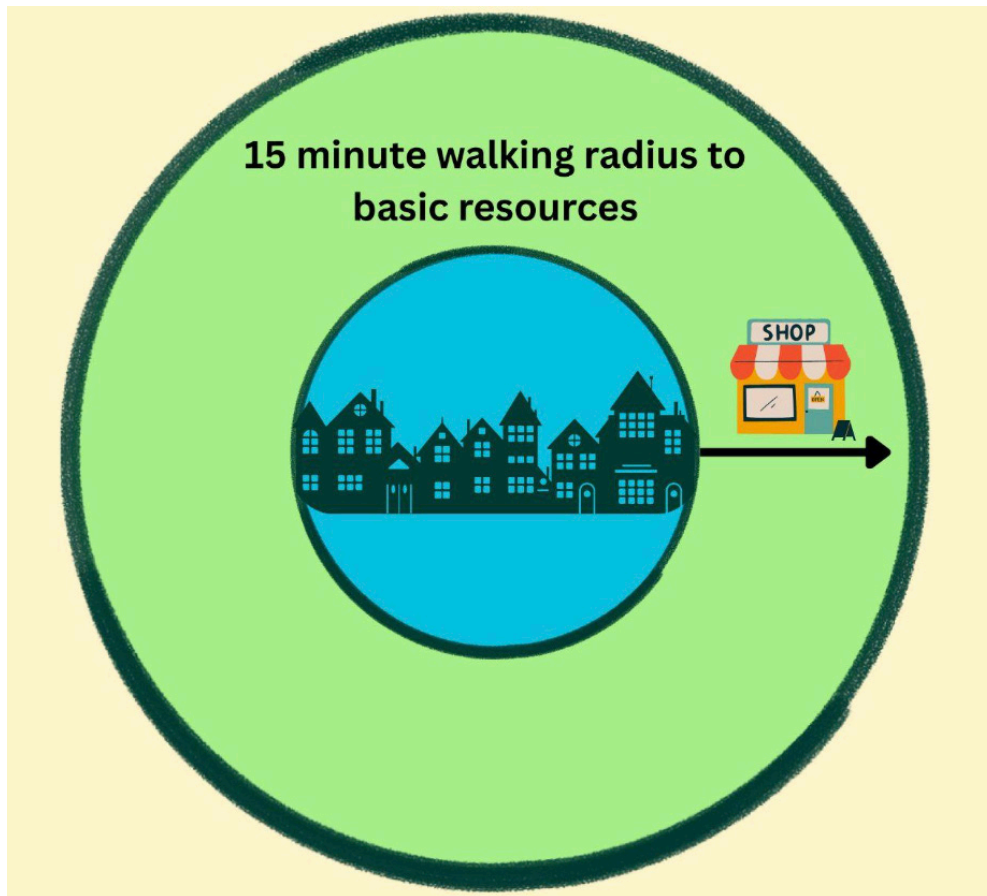
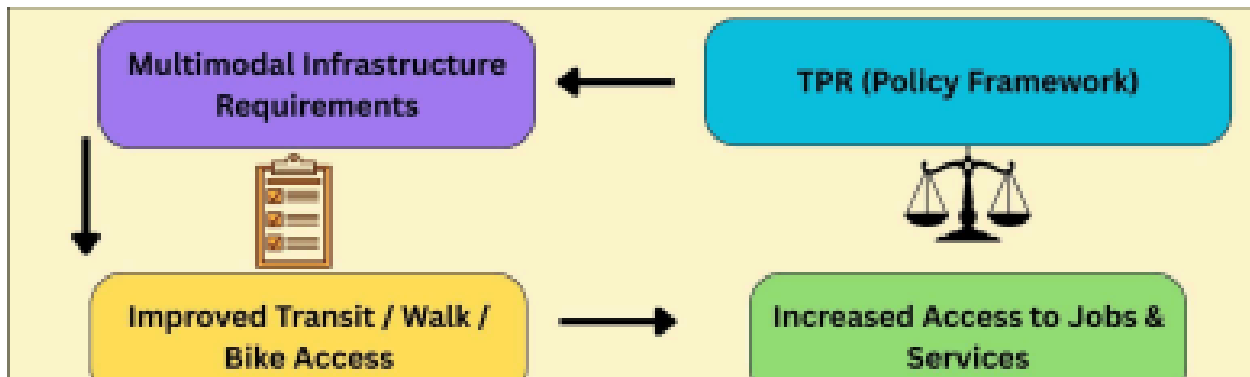


FIG. 23

Diagram of spatial implications.

The current definition only includes “age, income, [and] physical or mental disability” (OAR 660-015-0000(12), 2025). Additionally, because systemic racism is integrated within transportation development patterns and the resulting patterns of racial inequity, minoritized individuals should also be included in the official definition to explicitly include them in equity efforts.

In fact, individuals with location-based disadvantages and individuals with racial disadvantages are often intersecting identities, and addressing both issues reframes the rule to more comprehensively support these populations. The TPR does include more substantial recognition of disadvantaged populations by acknowledging redlining practices and displacement, among other factors (Oregon Administrative

**FIG. 24**

Flowchart for implementation timeline.

Rules Database, 2026). Standardizing the language across Goal 12 and the TPR would improve the consistency across visionary and policy documents, and demonstrate state support for Tigard’s third goal that guides the TSP mandated by this statute: “Improving quality of life for all, particularly historically marginalized and underserved communities, by providing access to jobs, schools, and essential services” (Fehr & Peers, 2022).

SPATIAL IMPLICATIONS

There could be direct equity impacts within the city limits of Tigard, where local streets, sidewalks, and bike routes are planned, prioritized, and improved. The TPR ensures that a city’s TSP supports multiple modes of travel, not just cars. However, this just provides legislative guidelines that lay the framework for cities to design their transportation systems but provides minimal equity guidance to the City of Tigard. It could potentially benefit neighborhoods that were recently established near the Urban Growth Boundary (UGB), as underserved populations tend to be pushed into developments on the outskirts of cities.

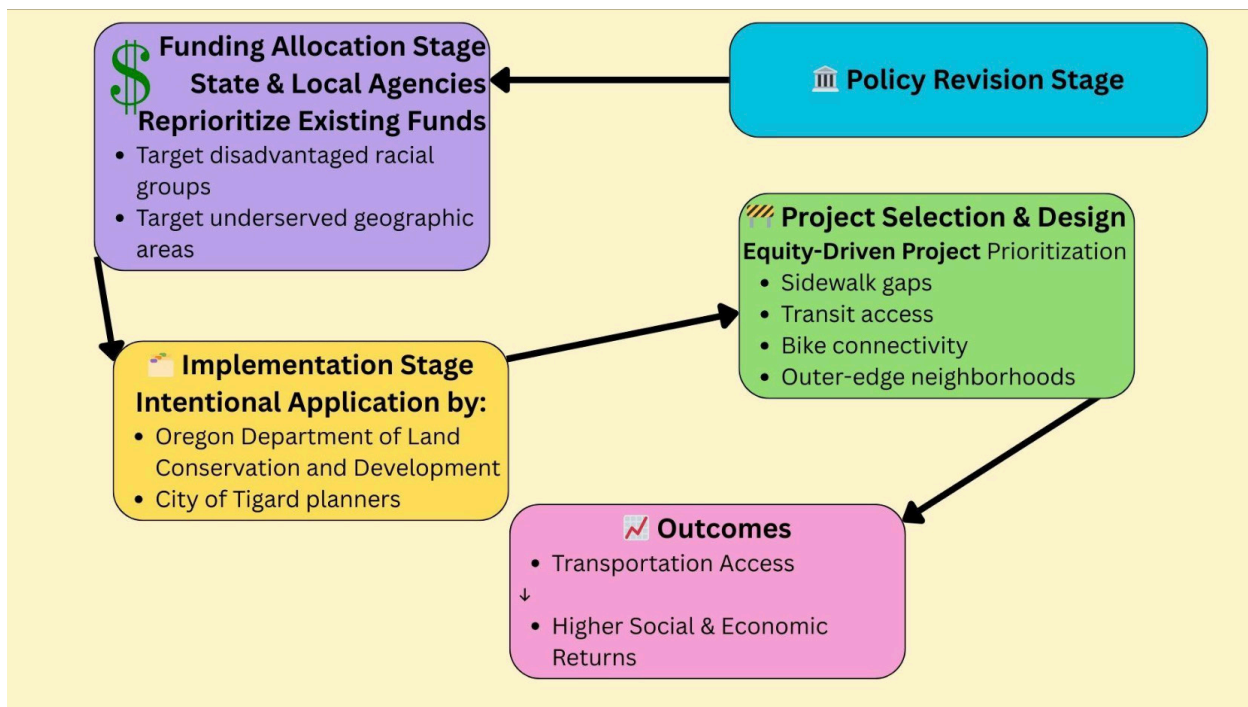
In Tigard’s case, these neighborhoods are already struggling to figure out how to appropriately add transportation systems

that allow these residents access to jobs and other services. Ideally, the TPR should influence network connectivity and reliability for different modes of transportation, such as walking, biking, and public transit, but the nearest store is approximately a 15-minute drive and is only accessible to those who have a car. Ideally, the rule would reshape land use by increasing the favorability of walkable modes by reshaping streets and sidewalks to ensure that transportation systems support the pattern of travel in urban areas in all neighborhoods to support the transportation disadvantaged population living on Tigard’s outer edge.

SOCIAL IMPLICATIONS

The TPR for the City of Tigard would serve and meet the needs of those who are unable to drive and underserved populations, which would provide affordable, accessible, and convenient transit to pedestrians and bicyclists. This would improve access to employment and economic opportunities and recognize the impacts that transportation has had on underserved communities by identifying its redlining zones and exclusionary zones, and by engaging these communities in decision-making.

When it comes to social capital implications, it generally has the support

**FIG. 25**

Implementation timeline for modifying the TPR.

of planners but is not currently subject to the public and their opinions, which leads to it being mostly neutral. However, it does describe the characteristics of each alternative location, including its physical disadvantages and advantages of the proposed transportation facility or improvement. The TPR would increase the stability of underserved populations, which would lower the likelihood of gentrification from both public and private investments. This would allow for a more equitable outcome, a balance between underserved communities and those who are not.

FUNDING & GOVERNANCE IMPLICATIONS

This improvement to the TPR would not make any changes to the amount of state and local expenditures and is merely a revision of the statute language to be more equitable and inclusive. Reallocation of funds at the state and local levels is possible if state grants and local revenue

sources become more targeted towards disadvantaged racial groups and locations. This does not necessarily require an increase in funding but could facilitate a shift in the way that Tigard thinks about equity measures when prioritizing funding for projects. The Department of Land Conservation and Development as well as Tigard city planners, should be intentional about their application of the revised equity measures in the TPR and advocate for its importance in land use planning for transportation systems. A more equitable and accessible transportation system will yield much higher benefits if it is enforced properly.

IMPLEMENTATION STRATEGY

Proposed policy improvements that focus on racial equity and inclusion in land use require community engagement as a vital step. This initiative has the greatest potential at a local level, where community engagement is most manageable. Within Tigard, this means identification of

organizations or communities serving the majority, including people of color. This authentic outreach strategy would allow for trust to be established early in the policy development process. The community engagement effort should be a comprehensive process to fully engage with all target community members and to identify key areas of improvement. This engagement could directly guide planning staff into policy recommendations for the Tigard City Council to implement. Additionally, to ensure these equity

initiatives have longevity, coordinating with regional state partners could potentially lead to long-term state-wide policy development. Such a robust initiative could face challenges in identifying target community members to engage with. To accurately reach all target community members, the city staff could host several informal events to build trust throughout the community while partnering and coordinating with city equity and community development departments as well.

Curbside Prioritization Framework

The Curbside Prioritization Framework could be more efficient and effective if it included the prioritization of vulnerable areas outside the Tigard Triangle and included measurable performance metrics for the completion of the framework. As it stands, the policy has strong priorities, like those for pedestrian infrastructure, but lacks specifics around capital cost and which areas are being considered outside of the Triangle.

To strengthen these, Tigard can integrate the framework directly into an improvement program and identify funding streams at all levels, preparing an eventual decentralized strategy. The phased pilot approach, beginning in high-demand areas like the Tigard Triangle, to test and demonstrate strength before rolling out to other areas, would provide a good foundation for future efforts. This would also increase political feasibility if it were framed around safety outcomes, ADA and equity accommodations, and economic success.

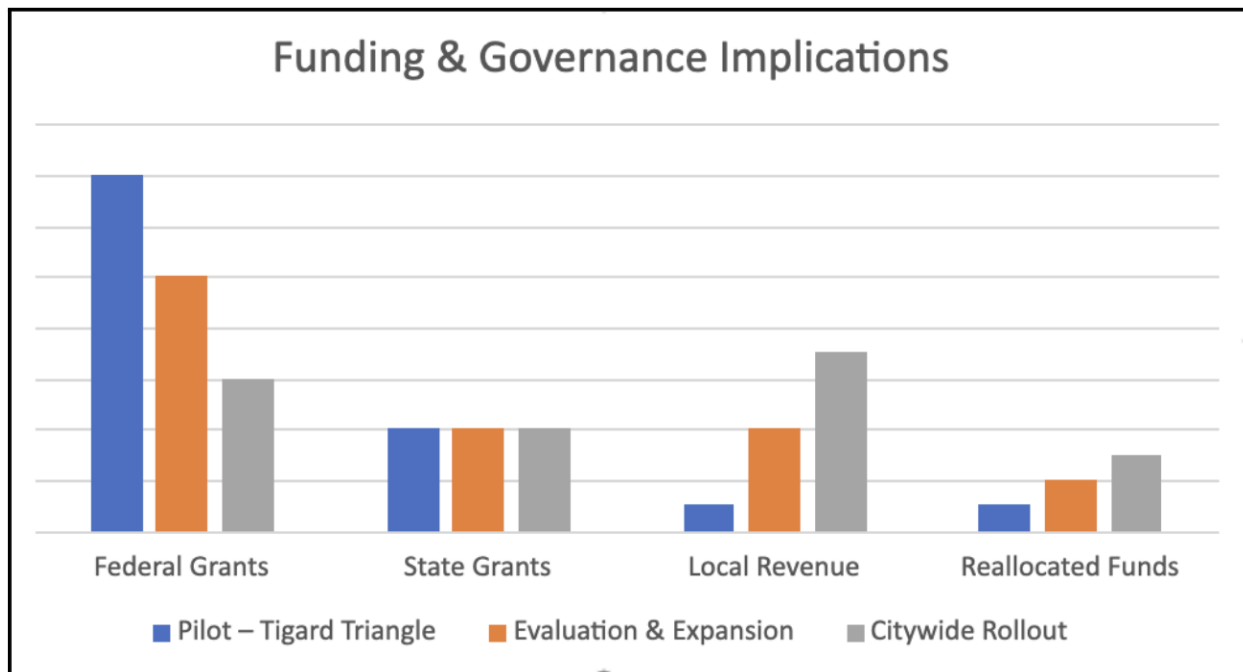
SPATIAL IMPLICATIONS

In terms of geography, impacts would likely concentrate in mixed-use areas, particularly those in the Tigard Triangle and other high-need areas. Residential mixed-use zones would see the most

effective change as curb space shifts towards bike lanes, bus stops, etc. However, targeting most vulnerable areas, such as west of the Tigard Triangle, may bring more widespread equity impacts. The areas would benefit from connectivity, safety measures, and enhanced access to these services, which could reshape travel patterns in the long-term. Equity implications would be dependent on where investments are prioritized; if aimed towards areas with limited sidewalk infrastructure, the framework would increase access to vulnerable communities (lower-income households, minorities, seniors, and people with disabilities).

SOCIAL IMPLICATIONS

The City of Tigard would see pedestrians, cyclists, and transit riders benefit

**FIG. 26**

Funding and Governance implications for revising the Curbside Framework.

most from the improvements to the framework. The framework can be used to support underserved populations, including low-income residents, youth, older adults, and minorities. The Tigard Triangle shows high levels of more vulnerable populations, which would allow the spatial prioritization of this policy recommendation to align with equity measures. The improvements to the policy can increase social capital across the City of Tigard by identifying concrete funding for removing unrestricted parking spaces, which make up nearly half of all curbside usage in the Tigard Triangle (City of Tigard & Oregon Department of Transportation, 2025).

These spaces do not serve vulnerable populations, are frequently left vacant, and could be converted to pedestrian, cyclist, and transit infrastructure to better serve the individuals that live there by increasing bike parking minimums across the Triangle and paving bikeways. However, without intentional outreach that the plan would need, the City may

see lower political success due to drivers and businesses speaking out due to dependency on traffic patterns and parking. To strengthen the outcomes and better set themselves up for success, the City could attempt to target engagement not only to high-growth areas but also to lower-income neighborhoods around. This framework has the potential to successfully reshape and expand transportation choices and build better social capital if it addresses vulnerable population needs and recognizes the oversupply of unrestricted parking.

FUNDING & GOVERNANCE IMPLICATIONS

The Curbside Prioritization Framework would likely need to be funded by federal grants first. Because of uncertain and high costs, shifting the economic burden away from the people would make the costs of the improvements feel less burdensome, increasing the political feasibility of the policy on a local level.

Map 18.660.A Tigard Triangle Boundary and Zoning

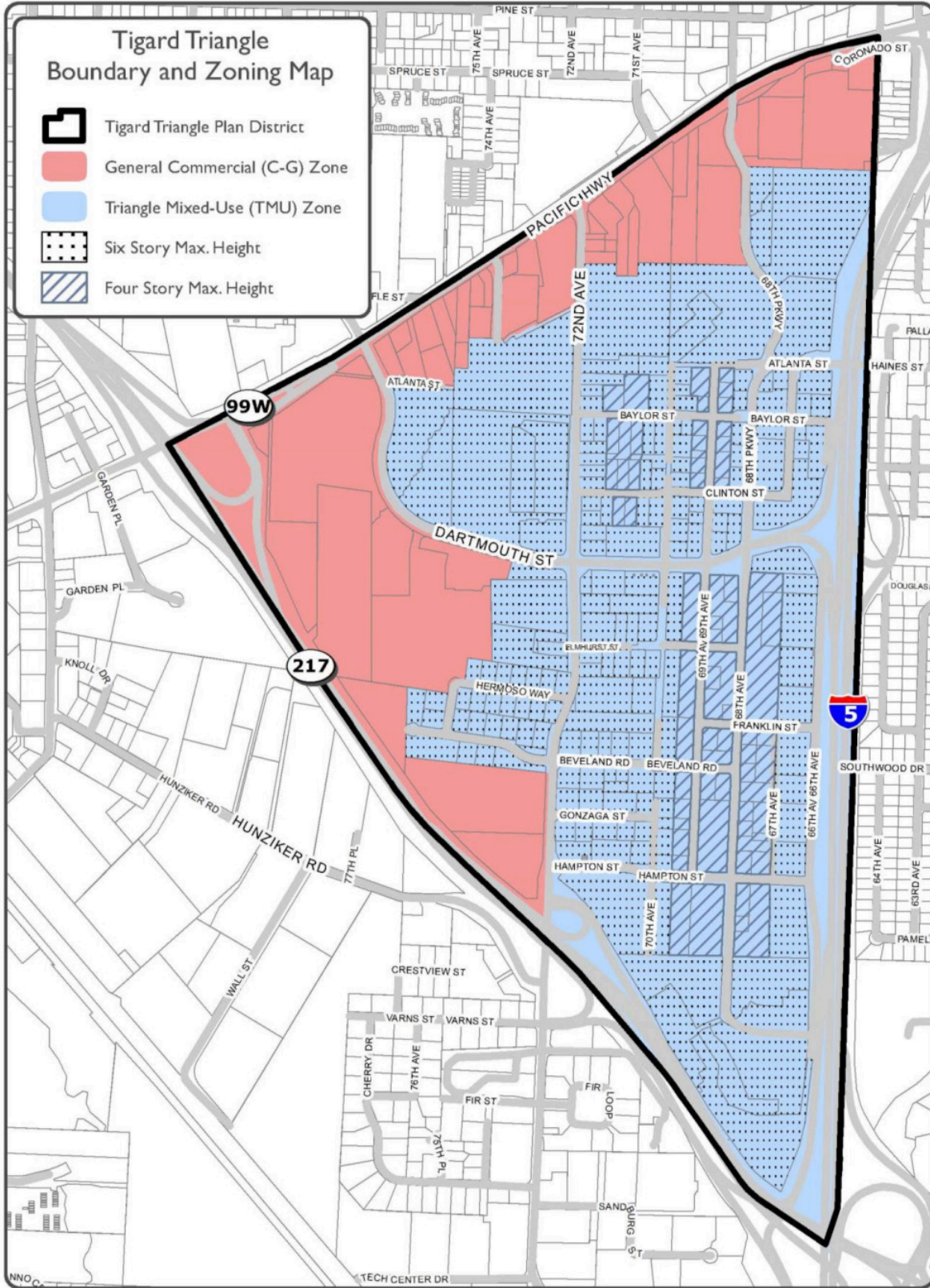


FIG. 27

Map of the Tigard Triangle.

Assuming that the improvements made to the Tigard Triangle successfully improved active modes of transportation, then there would be significantly more political capital to stand on, and the Curbside Prioritization Framework could start tapping into local revenue or reallocate funding from other, less successful, programs to fund the expansion of the program scope into more vulnerable neighborhoods.

By diversifying the sources of funding, the Curbside Prioritization Framework would no longer rely on the federal government, which can be unreliable, especially under the current administration, but wouldn't shift all the economic burdens onto the local taxpayer.

IMPLEMENTATION STRATEGY

The Curbside Prioritization Framework would have to be implemented in two phases, working on a smaller scale with federal/regional partners first and then slowly reducing reliance on non-local funding. This would be done to garner local support, ensuring that a larger-scale effort wouldn't lose support midway through or fail to be launched at all.

The first steps will focus on and advocate for improving safety, serving vulnerable/underserved communities, and proving the effectiveness of this plan. With some successes to vouch for the plan, the primary focus can shift towards larger goals. Funding sources would be diversified, with more funding being drawn from local sources, decreasing reliance on outside sources.

This could mitigate long-term funding problems since no one source would have a crippling impact if support were pulled. By slowly ramping up the scale in tandem with successes and gains in political capital, the problems with high cost and uncertainty could be avoided.

Concluding Statements

This chapter examines how land use policy shapes travel behavior and transportation outcomes in Tigard by influencing development patterns, density, curbside allocation, and access to multimodal infrastructure. It evaluates land use–transportation alignment across federal, state, and local scales through an analysis of the Federal Land Access Program (FLAP), Oregon Administrative Rules Chapter 660 Division 12 (Transportation Planning Rule), and Tigard’s Curbside Prioritization Framework.

Together, these policies illustrate how funding mechanisms, regulatory standards, and local design strategies can either reinforce auto dependence or support more equitable, transit-oriented, and multimodal land use patterns.

The chapter highlights a consistent tension between aspirational policy goals and implementation capacity. While state and local frameworks increasingly emphasize equity, accessibility, and multimodal connectivity, they often lack clear metrics, funding certainty,

or enforceable equity standards. By proposing targeted policy improvements—such as expanding equity definitions in state rules, adapting federal programs to better serve urban jurisdictions, and strengthening curbside prioritization through phased implementation—this chapter identifies opportunities for Tigard to better integrate land use decisions with transportation investments and reduce reliance on single-occupancy vehicles.

Parking

Parking Overview

This group addressed policy alignment on how parking supply, pricing, and curb space are managed to balance access, safety, land efficiency, and competing uses such as loading, transit, micromobility, and street activity. This chapter explores how parking policy intersects with transportation funding, housing stability, and access to opportunity in Tigard and across Oregon.

It analyzes three policy areas—House Bill 3991, Tigard’s Safe Parking Program, and the Downtown/Tigard Triangle parking strategy—to assess how parking supply, pricing, and curb space management can support or undermine broader goals around equity, mobility, and fiscal sustainability.

The chapter highlights key tradeoffs between political feasibility, revenue generation, and social justice, particularly for low-income residents and transit-dependent populations. Through targeted policy critiques and improvement recommendations, it emphasizes the need to better align parking management with transit investment, homelessness response strategies, and downtown accessibility, while mitigating regressive impacts and community resistance.

House Bill 3391

WHERE IT PERFORMS WELL

The benefits of the bill strike a compromise that meets the funding needs of the various transit agencies across the state without extending funding for expansion projects or the like. Additionally, the bill would increase revenue measures to meet shortfalls and required investigations into ODOT functioning to determine where failures occurred. All of which lead to a comprehensive suite of benefits that would go far to stabilize transportation in the state.

Cost-effectiveness factors scored 3 out of 4 due to funding requirements being met without promising funds for expansion projects. The bill was meant as a stopgap bill with an early sunset date specifically to be conciliatory to opponents. Despite this, the cost-effectiveness measures still do not meet the requirements many opponents have, namely, the removal of an increase in the gas tax.

A focus on equity and justice are more than met when considering how the bill extends funds. Various transit agencies across the state noted that significant cuts to service would result from a lack of funding, and HB 3391 would have given many of these agencies enough funding to preserve most of their routes with minimal impacts.

Given that those who use transit tend towards being in a lower socioeconomic class, equity and justice considerations are more than adequate. Also, the required investigation and reporting from ODOT about practices would have amended future issues and likely rectified the points that caused the current budgetary overruns. Extra note: The bill addressed a critical gap in funding by

introducing a per-mile charge for ZEVs. Previously, ZEVs did not meaningfully contribute to funds due to their lack of reliance on gas, which is the primary source of transportation funds currently.

WHERE IT FELL SHORT

The bill was hampered by its low scoring on political viability, scalability, and public support. Political viability is truly mixed and is reflected through the large party-line split via which it was passed. A GOTV campaign after the bill's passage pushed Oregonians to approve a veto referendum repealing provisions in the bill related to tax increases. The highly visible media campaign focused on this referendum spurred many to vote in approval. Despite high levels of support for transit in general, the bill is mired in controversy.

The pushback against this bill has been a massive headache for the legislature. Scalability seems limited due to the opposition seen in 2025-26. Unless critical revisions are made, voters in other states would likely present similar issues to those raised in Oregon. Also, the highly visible pathway the bill has charted would likely dissuade legislators in other areas from sponsoring a similar measure without concessions or assurances being secured prior to the proposal.

The previous two measures heavily influenced the low score received in Public Support & Feasibility. The targeted and visible referendum campaign spurred many Oregonians to be resistant to the bill. Also, the massive overruns incurred by ODOT have not assured the public that the department can effectively manage its finances. As such, voters are hesitant to support any funding that goes towards the department and other agencies.

EV ownership in Oregon.

SPATIAL IMPLICATIONS

General sales taxes are regressive overall and do not focus taxation on private vehicle users. That said, a sales tax would be spread across the entire population, and a smaller tax rate would be needed to fund transportation options due to the

Access considerations are all speculative given the lack of a complete understanding of revenue usage. That said, transit regions across the state would have more secure funding available to them. When agencies have a stable funding base, they can securely plan expansion projects and plans that would increase transit access for residents across the state.



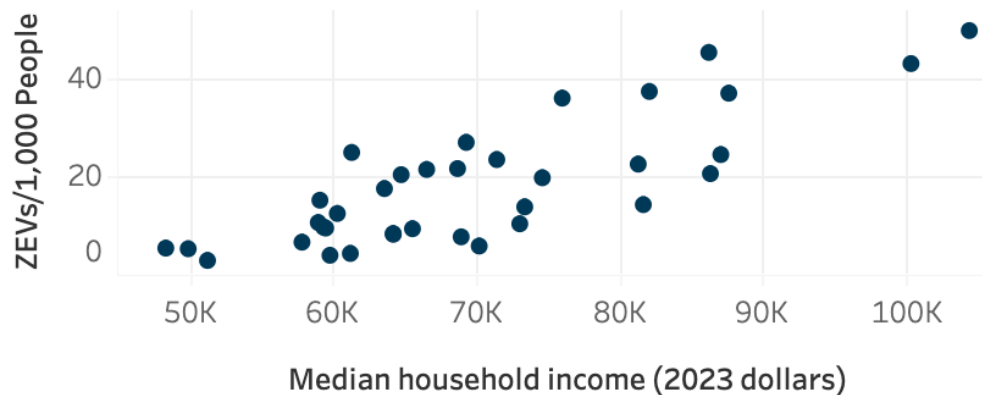
FIG. 29

Oregon's Data on EV ownership.

Source: "Data & Reports," State of Oregon: DATA & REPORTS - Oregon Electric Vehicle Dashboard

Total ZEVs
137,275

ZEVs/1,000 People vs. Income by County as of February 2026



SOCIAL IMPLICATIONS

Those who rely on transit and socioeconomically disadvantaged populations would most benefit from a revised plan including funding from a general sales tax. While the tax is regressive at onset, the end benefits resulting from a transit system able to rely on stable funding would positively impact users.

Increased access to transit options is correlated with an increase in access to job opportunities, wages, general mobility, and access to essential services. Considering the recommendation would stabilize transit access, at a minimum, the referenced populations would benefit.

Considering transit access increases the range and variety of people a single person may interact with on any given day, there are positive implications. Engagement with positive friction interactions and the potential for interpersonal connections increase with access to transit. This relates to an increase in the networks of communication and communities that an individual has access to and thereby increases their social capital.

This proposal would only serve to stabilize funding and thereby provide access and accessibility for underserved populations. In the future, however, increases in access to transit may be seen as agencies and

ODOT expand existing transit systems or create new ones.

FUNDING & GOVERNANCE IMPLICATIONS

The recommended change in and of itself is a funding model. The proposition is to introduce a statewide general goods sales tax. This rate would be set at the necessary level to cover shortfalls in the general budget as well as additional areas of need as defined by the state on a yearly basis once budget forecasts have been drafted for the legislature.

Revenue from the tax would be distributed to agencies and departments by the state through general fund allocations determined yearly. The sales tax is a massive change to Oregon's taxation system. An extensive review of benefits and costs would need to be conducted, and equity considerations would need to be weighed for the tax to be effective and fair. It is possible that the current political climate is advantageous to the creation of this tax given the budget shortfalls the state, cities, and agencies are facing.

This proposal could be an effective way to cover the gaps in budgets across the board. Advocacy needs to be conducted in a way that assures Oregonians and legislators that this is truly a beneficial and necessary change to address budget issues without needing to cut funding to critical areas. As well, the framing can be posed as resulting directly from federal actions, reducing the potential argument that the state caused its own problems.

POLICY IMPROVEMENT RECOMMENDATIONS

Given that provisions related to gas tax increases were the most incendiary portions of the bill, it is recommended that alternative revenue sources are

assessed. With the understanding that the general budget for Oregon in the coming years is facing critical shortages, a general sales tax should be considered.

This tax would prop up the state in general and, if weighed appropriately, could fund transportation without such a visible and tangible impact on a volatile commodity (gas). What changes would you make to make it more effective for Tigard? This tax rate should be assessed in collaboration with all cities and stakeholders. Tigard could benefit from this new revenue source in multiple ways.

It is possible the public would likely support a general sales tax if it were framed primarily to address funding shortfalls resulting from federal actions. The partitioning of a portion of the tax to support transportation would be less volatile, as it would not be tied to gas specifically. The move of funding coming from general goods as compared to gas would require a minimal increase in tax rates given the larger scale of revenue source potential.

HB 3991 largely supports Tigard's goals by propping up TriMet. This, thereby, preserves many routes, which are crucial to providing Tigard reliable transit access to the larger Metro region. By sustaining lines running to Tigard, riders are still able to utilize the provided transit options and are less likely to switch to car usage, which would necessitate auto infrastructure usage, including parking.

POLICY ALIGNMENT IMPLEMENTATION Advocacy Pathways

Localities such as cities (Tigard) or counties (Washington) need to recognize the funding issues plaguing not only them but the whole state. Desperately needed funds, which would support valuable projects, are simply not available.

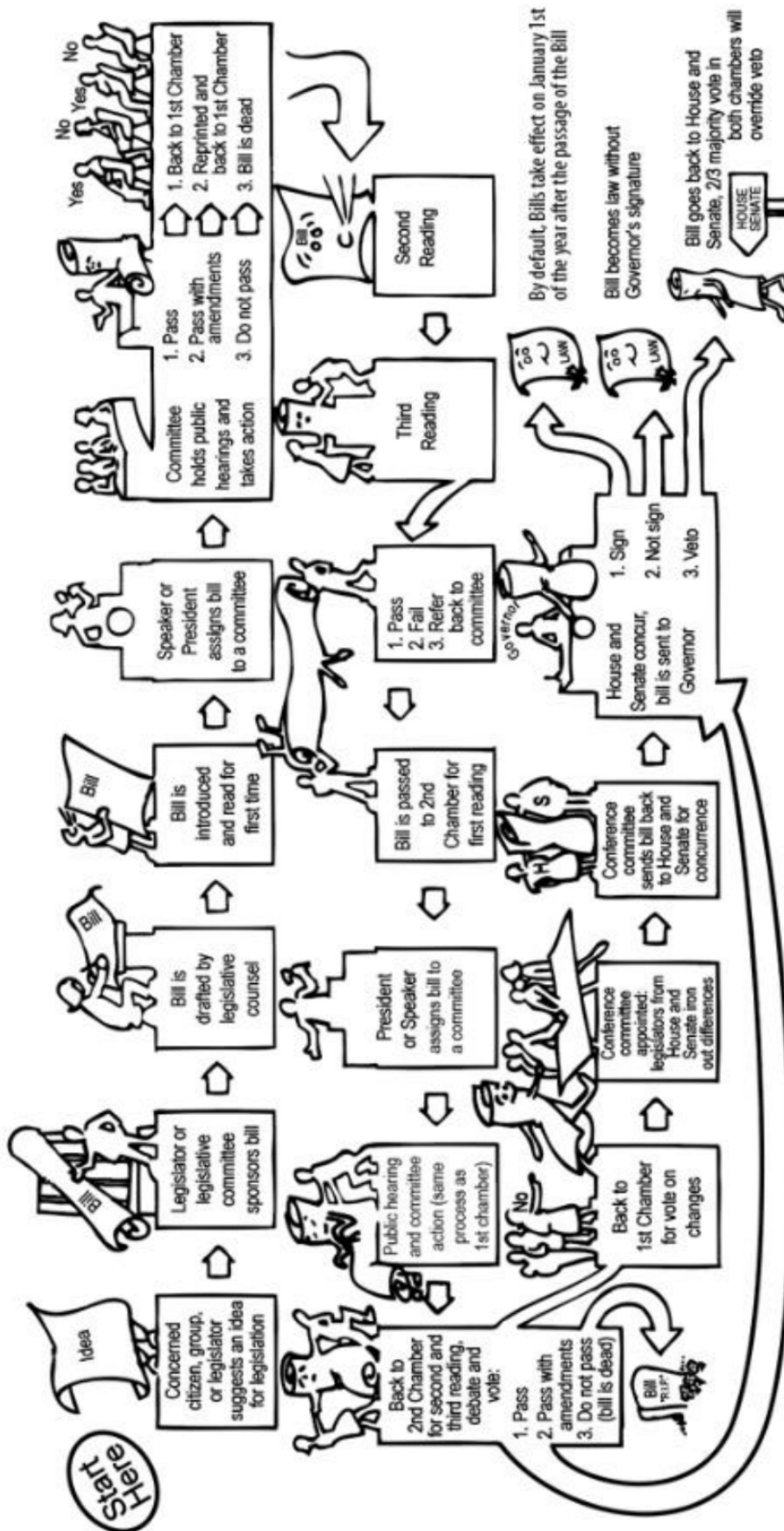


FIG. 30

Flowchart of how a bill moves through the legislature.

Localities need to speak with legislators and lobby for tax system changes.

Implementation of the tax itself would occur on the back end, and businesses or corporations would be assessed as an upfront charge. This rate would then be factored into goods pricing regularly, and an itemized breakdown on transaction receipts would not be needed. This pathway would mean that the public is aware of taxation but unable to pinpoint exactly how much it affects the pricing of goods. This shields the consumer from price shock, enables pro-consumer framing, and reduces the potential for voter pushback.

Administrative Steps

Any agency or locality facing a budget shortfall should consider advocating for this proposal, given that it would satisfy their needs and not burden consumers past reason. Staff would have to draft a proposal and send it to the City Council and then regional partners for approval.

Phasing

The proposal could be a temporary stopgap measure. However, given the level of administrative backend work to implement, it would be more likely that this recommendation would be a long-term (potentially indefinite) addition to the Oregon tax system.

Potential Barriers and Mitigation Strategies

Given the pushback to the \$0.06 cent per gallon tax increase on gas, it is likely that some citizen advocacy groups would advocate against the measure. Companies and businesses would also argue that the price increase would negatively impact sales levels by pushing consumers away. Mitigation strategies addressing these two critiques are as follows:

Tax increase is too high or unreasonable—The state and various municipalities are facing drastic budget cuts negatively impacting services residents use or rely on. At the local level, cities are reducing operation levels for places such as libraries and recreation centers. At the state level, agencies such as ODOT are unable to fund critical projects that would positively impact residents, such as reduced or cut grants for local programs and the axing of funding for projects such as Connect Oregon.

Businesses across the state would see the same tax rate increase. Given this, consumers would not have alternative choices of places to shop, and current buying practices are not likely to see a dramatic change. Also, this rate would be charged to businesses rather than consumers. While consumers will know that the taxation is in place, they would be unable to ascertain what level of price increases would come from inflation, market trends, or the tax itself.

Tigard Safe Parking Policies

WHERE IT PERFORMS WELL

The safe parking program ranks most highly regarding its financial viability and cost-effectiveness as well as its political viability, though this is highly variable depending on location. The main benefit that the safe parking program has is as a form of temporary housing for those experiencing unsheltered homelessness. It also gains points due to its utilization of otherwise unused parking areas and comparatively smaller cost per unit. Its biggest advantage is that the city of Tigard is not especially wealthy, and thus the Safe Parking Program operates as a relatively cheap way to reduce street and unsheltered homelessness.

WHERE IT FELL SHORT

In terms of scalability, the program so far has been on a very small scale (16 families in total), meaning there are serious questions that must be addressed about how viable it would be in a larger context. This is especially true considering there have already been campaigns against the location of some safe parking spots near churches, leading to the spots being instead relocated to city-owned parking lots. This would suggest that the program runs into a similar issue as true affordable housing and transitional housing in that it has overall widespread support but is often challenged by local highly organized groups generally for “neighborhood character” reasons.

The next major issue is housing justice. Although living harassment-free in your car is obviously better than on the street, it still is nothing compared to an actual stable apartment, transitional home, or shelter. There are also numerous unanswered questions regarding its cost, despite its comparatively minor overall financial footprint. Tigard's program has

cost the City over double what Beaverton spent on its program. There are serious reasons to be skeptical of the costs overall, and a more in-depth analysis should be conducted of why the costs are higher than Beaverton.

KEY WEAKNESSES

Transportation

The program circles all the way back around to being a sort of transportation issue; if a car is being used primarily as housing for long periods of time (120 days to be exact), residents in all likelihood will be walking more than not, and thus an issue arises where to locate the sites close to bus stops, commerce hubs, job opportunities, etc. The program must first deal with the stigma associated with homeless people. Although this is mostly an issue for future expansions, the current programs and sites are all relatively close to some form of public transport. In that case the issue becomes not access but affordability and usability of the existing public transport.

Political Stigma

This is one of the primary issues Tigard has dealt with so far. One of the original plans was to rely heavily on churches because there are often unoccupied and large parking lots close to transportation. The added benefit is that, in theory, churchgoers should be more accepting of homeless and impoverished people. To quote their website directly, “The program is designed to be a short-term transitional space for individuals on their way to gain housing. Though we are not currently a host site, Christ the King enthusiastically supports the Safe Parking Program in Tigard.” Despite its enthusiastic support, the church ended up not being chosen as a host site as a crowd of “Nimby’s” showed up to protest it.

This stigma, however, is unlikely to be the most prevalent issue concerning future expansion.

Equitability, Present and Future

The main concern is that the stipulations for entrance and renewal are quite strict, and thus, for being a low-support form of housing, they still require many prerequisites to enter. Its stipulations about reporting consistently to your case manager, and rowdiness and drug use being an instant expulsion could be perceived as harsh for a program that does not provide a huge amount of extra support. It is also notable that the success rate was quite low during the pilot program, with less than half of the participants in Beaverton's program finding permanent housing and an additional third of them being removed for rule violations. Now it seems to have improved, with a reported 65% of participants eventually entering permanent housing.

The program is better than nothing; however, there should be an examination of the costs and the level of scrutiny placed on folks who are already the most vulnerable in society. Each time someone is evicted, it is shown to lead to more future homelessness; thus, evicting people from programs meant to help them is not useful and, in fact, counterproductive. So far this has not been reported to have happened, however the program is new and there continues to be the problem of selection bias. To be let into the program, you need to be sober, clean, and stable to an extent. Thus, it is more likely that those most in need of help simply do not apply or are rejected.

SPATIAL IMPLICATIONS

The impact of the program would be most notable around the sites located on the map; however, there would be effects around the City, as the goal of eliminating on-street living would free up spaces and create a better environment for both those with homes and those who need them. This program does not especially benefit one neighborhood over another; it could be argued that there are some economic benefits of proximity to homeless shelters. Mostly in that, like any kind of housing, those people are often seeking employment and spending money at convenience stores and shops. The effects would be spread out, as all current locations are on bus routes into central Tigard, however.

The entire point of the program is to act as a form of transitional housing. Inherently, it's a program designed to increase inequality for those most vulnerable in society. However, there are areas of improvement in the program with regards to drug usage and mental health. This is especially true as even alcohol usage and tobacco are banned on the sites. These addictions are very common and hard to break, especially when living on the street and self-medicating.

The program reshapes the land use of parking into a form of housing. The main benefit of safe parking as a concept is that previously dead space in the form of parking is now transitional housing. It also acts to increase access for vulnerable individuals who previously would have been shuffled around each night while trying to sleep. The same is true of connectivity. All currently known sites are located on transit lines, and the communities of sites are kept to four families per site maximum to try to foster a close-knit community.

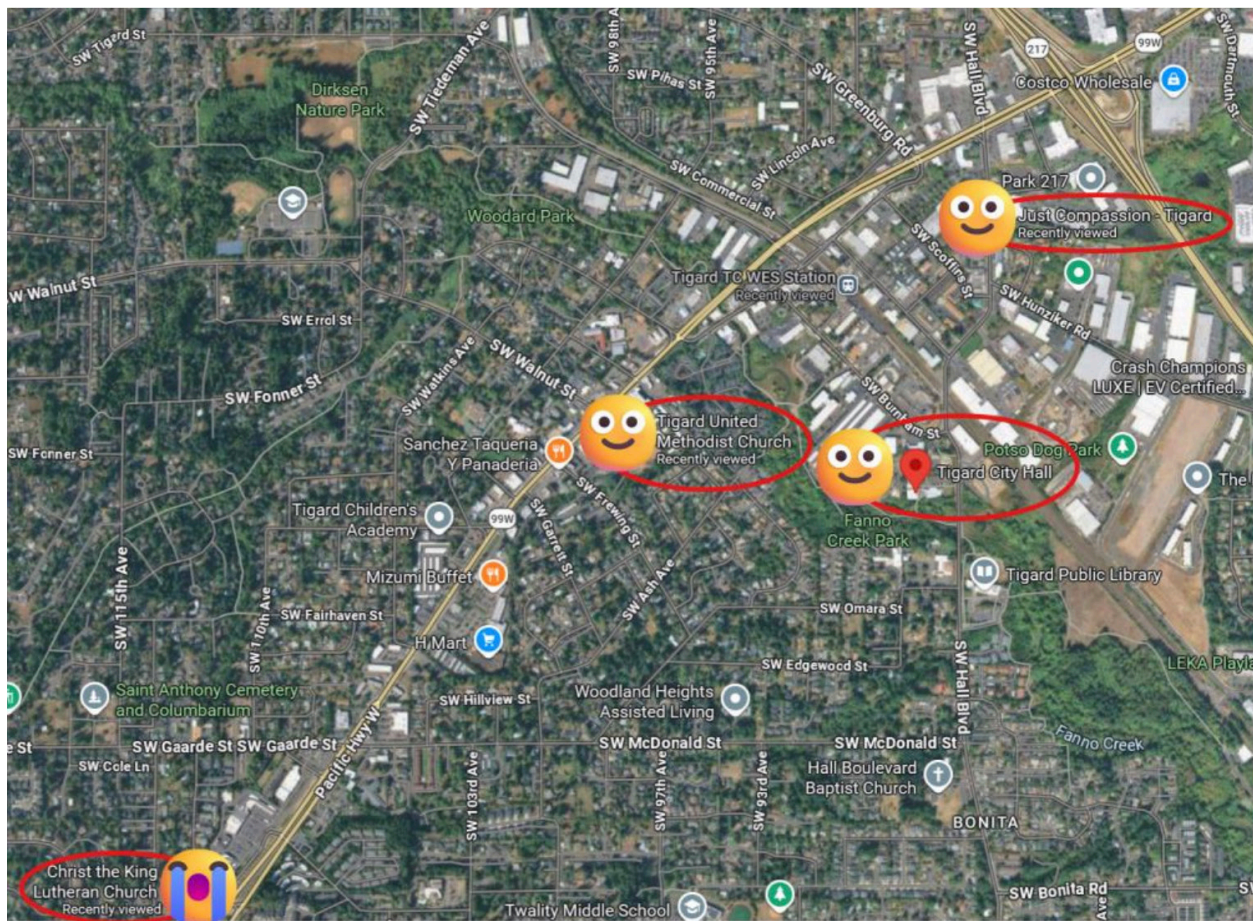


FIG. 31

Map indicating locations of successes and failures of Tigard's Safe Street Program.

SOCIAL IMPLICATIONS

The main beneficiaries of the program are obviously homeless people living in their cars. Families who recently became homeless or, for other reasons, have not suffered too many effects from chronic homelessness. The largest benefits are seen for newly homeless people or those who have not suffered too many of the effects of chronic homelessness, including self-medication.

Wider-reaching benefits would be for those who regularly travel through the City and or live near areas where car camping is common. It is dehumanizing to consider this a benefit, but it is true that many residents of cities consider those who are homeless or car camping to be an eyesore and thus a type of benefit is

granted to the rest of the City through this policy.

The demographics line up almost exactly with the population demographics of Tigard itself in terms of race. In age and gender, however, there is a stark difference. With 80% plus being male and almost 70% being under the age of 30. This does align with general homelessness statistics, as very young and very old people are most vulnerable. 30-41 as an age demo being the lowest is also typical, as those are often the most well-off years of working adults.

The entire program is inherently social, as although there are down-the-line economic benefits to such a policy, the main reason it is done is to increase

Demographic Data

Demographic data is reported by individuals in the program and is not mandatory. The following is a snapshot of demographic data for the program.

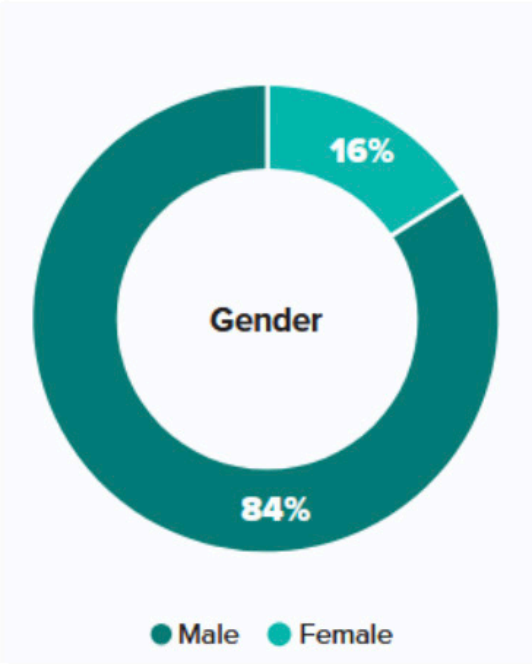
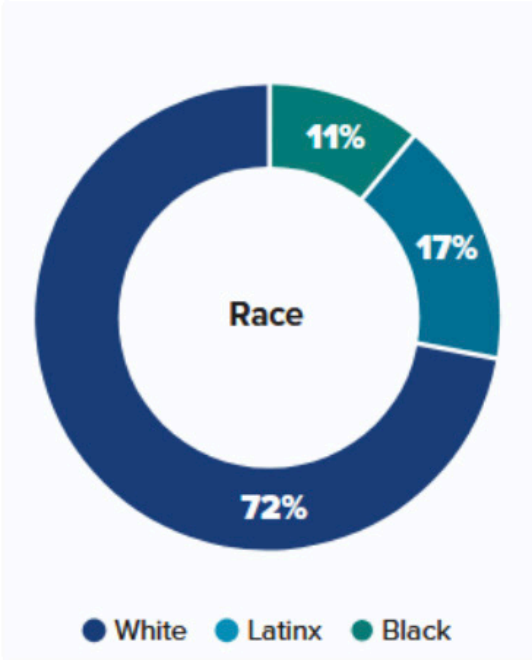
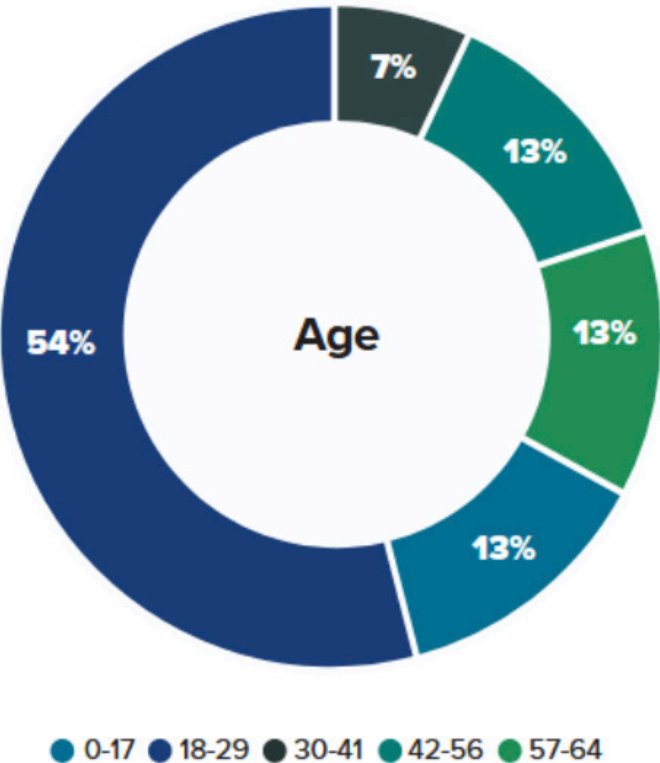
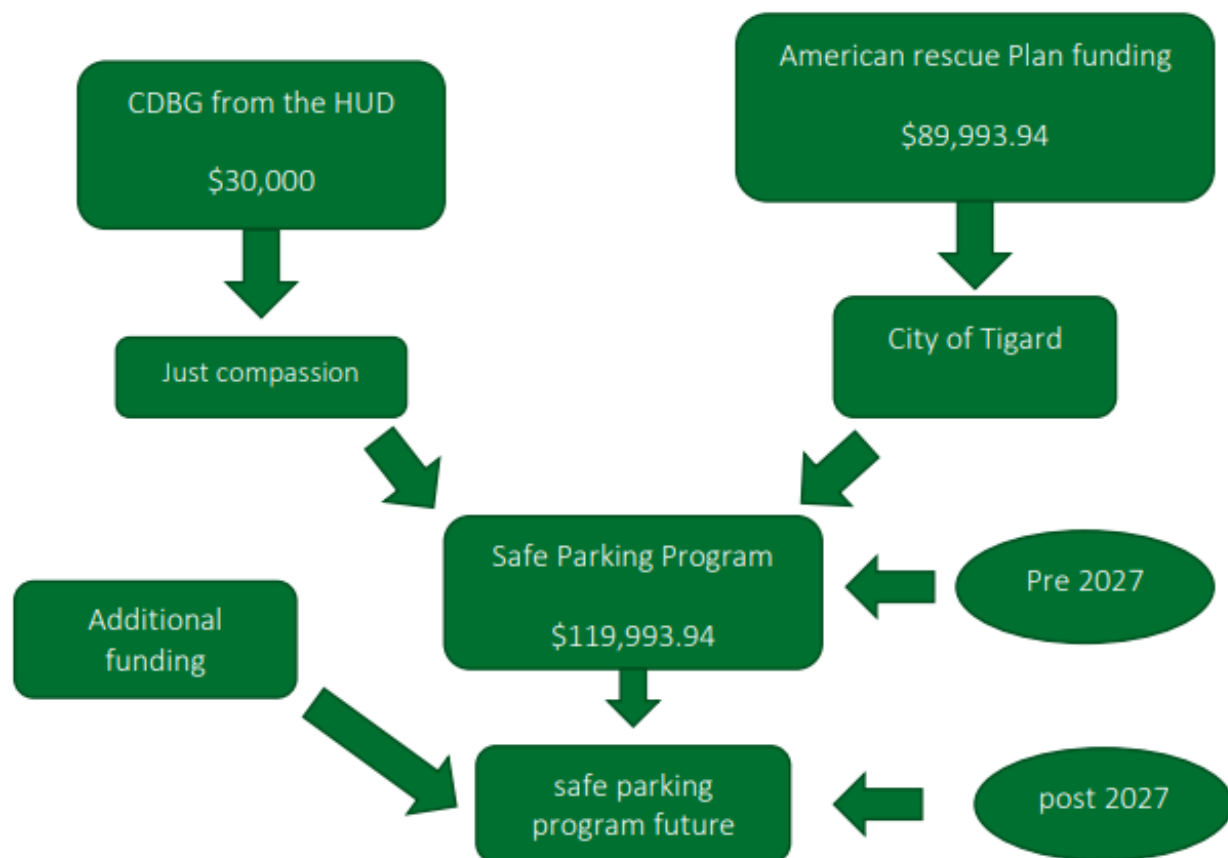


FIG. 32
Tigard's demographic breakdown.

**FIG. 33**

Funding flow diagram.

the social cohesion of a city and appear generally more prosperous. The aim is to give some form of assistance to those who are at risk of becoming chronically homeless. This is especially true as the programs' restrictions lend to those who have just fallen into homelessness.

Racial makeup is very similar to Tigard's. Though Black residents are overrepresented, at 1.6% in the census data and 11% in the safe parking programs data. No other statistics are listed besides that, and women are underrepresented in the program significantly. The program is still in its infancy, however, and as there are more data points, it may become more evident if there is a trend emerging.

FUNDING & GOVERNANCE IMPLICATIONS

the program is funded through the American Rescue Plan and a HUD block grant that would most likely not change, as the policy recommendations as of now are mostly to do with changes that would not massively increase costs.

As previously stated, the current allocations exist on top of that; if there were a desire to expand the program, then public support would be necessary for extra funding, as federal funding could be difficult to procure. The main thing would be an increase in signage surrounding the sites telling the public that they are funded by the City. In the future, this could help raise additional funds. Besides that, sharing news success stories could be effective. The final main option is more

connections with local leaders. Despite the initial pushback, churches do seem like a viable option for this.

The City of Tigard and Just Compassion are the only direct organizations involved in running the program, and HUD and ARP are the funding vehicles. The CBBGs can be obtained by 2027, but the ARP funding will have to be used by 2026. As of now, the exact details of where the money is going are not available; however, considering a larger amount of it is for case managers and continuous services, not upfront costs, the program will need more funding come 2027.

POLICY IMPROVEMENT RECOMMENDATIONS

The Safe Parking program should be implemented first and foremost as a form of transitional housing (despite not really fitting the definition) in line with others like small homes or shelters and cannot be the final step in terms of housing. It does have a role to play, but its sudden popularity across the US should also be looked upon with some level of skepticism. Safe parking could provide an easy off-ramp for areas that don't believe they have political will or simply do not desire to create a long-term housing-first approach to homelessness.

From Tigard all the way to Los Angeles and many more cities and localities, Safe Parking has become a highly utilized program, and its cost is almost certainly the main reason. Its low cost is a benefit, but it's also a reason that it is so cheap: the support provided is minimal, a port-a-potty, and the promise that you won't be harassed by cops mostly; if you're lucky, even running water access. The program does not restore someone's human dignity the same way a housing first policy would. It is a step to doing so through help

from case managers, but the restrictions will only be a burden to that goal.

The most notable way to ensure its effectiveness is to reduce barriers to entry and to remove many of the main reasons a person can be kicked out. As of now, those reasons include drug usage, vehicle registration, uncleanliness or rowdiness. They should be limited mostly to any form of violence or aggression towards other participants. The phrasing around keeping the spot clean seems almost impossible, as most people can't even keep their houses clean; that would be multiplied several times over when it comes to a tiny vehicle that you are sleeping in.

It would also be pertinent to legalize car-camping houselessness, especially for those currently waiting to enter the safe parking program. According to HB 3115, all cities in Oregon must allow camping within a reasonable time frame on public property; however, most cities, including Tigard, operate to the minimum standard of this law. A way that Tigard could improve upon this is by expanding protection for individuals who are homeless in their vehicles.

The political visibility of the project is relatively high, as its costs are low, but it must be balanced with its public approval. Safe parking is a part of the solution, at least for now; however, its ease of access and therefore political viability can be a double-edged blade as mentioned previously. The more public city parking lots are utilized for the program, the less pushback it will likely face but pushing through the noise to implement a necessary policy and take some political backlash is sometimes necessary

The only real issue that the program has faced so far has been the public backlash, and that was from outside detractors.

Therefore, future plans, especially in a case like the Lutheran Church, which supports the program, should be carried out even if there is public backlash, as it seems irresponsible to so easily step aside due to backlash in such cases.

In terms of transportation goals, the usage of currently unused parking spots as a form of housing is definitely an effective measure and does align with Tigard's overall mission as it reduces the number of spots which are unutilized. This is rather marginal though as most lots are still within the realm of the private sector, department stores, supermarkets etc. The program could benefit from free bus fares or other bonuses to those in the program that would allow them to better navigate Tigard.

POLICY ALIGNMENT IMPLEMENTATION

Advocacy Pathways

It has already been mentioned, but politically, the safe parking program is somewhat difficult. This is because it, like many affordable housing options, is popular in theory, as people feel strongly that unsheltered homelessness is wrong, but in practice, it faces local resistance from NIMBYs.

Administrative Steps

The Safe Parking program in Tigard is a policy that is controlled by Just Compassion, which is a non-profit 501(c)(3) that also operates the Beaverton Safe Parking program. Although the City of Tigard is the primary funding mechanism through the American Rescue Plan, it still has control over where sites go. Just Compassion's main purpose is to run the sites once they are operational. Thus, the issues listed are solved through coordination between Just Compassion and the City of Tigard. There is also the opportunity for help from the state in the future or collaboration with other cities

such as Beaverton, which have already functioning programs. Specifically, the changes at the continuous care level should be carried out by Just Compassion, allowing a greater level of drug usage and easing restrictions on mentally ill or traumatized homeless people.

The City of Tigard, on the other hand, mostly has power over where the sites are and relations with the host sites. For instance, the incident at the Tigard Lutheran church resulted in backlash at the local government, not Just Compassion. As a side note, though, Just Compassion also sometimes independently operates with churches for its safe parking program through the Lutheran church, which was a collaboration.

The loosening of overall regulations on those suffering conditions and ailments who would not be currently allowed at the sites is a collaborative effort, as it is unlikely Just Compassion would agree to host sites with looser restrictions. If necessary, it may require the City of Tigard to either run the program fully on their own or to find another 501(c)(3) through which to operate the program.

Phasing

Short-Term

In the short term, there should be a focus on simply expanding the program and possibly looking into costs, why the Tigard program pilot's first year was significantly more expensive than the Beaverton version. Another short-term goal would be success stories sent to local news (like what Beaverton has done) to increase the popularity of the program and open more available areas for use.

Long-Term

In the long term, the City of Tigard should endeavor to work with Just Compassion to give access to the program to those who are drug users or who have other circumstances that break the current rules of the program. As a transitional housing program, it should work as hard as possible to transfer those in the program out of it, though it has seen success. The fact that it lacks showers and other services that shelters often have could be a detracting factor and one that should eventually be amended. As of now, the program is, of course, a low-cost option that is better than nothing; however, there are certainly still issues, and as a program designed to transfer people into permanent supportive housing, it should endeavor to have a higher success rate than 65%.

POTENTIAL BARRIERS AND MITIGATION STRATEGIES

The main barriers are to do with the public reaction and possible hurdles to do with the Just Compassion partnership if the City of Tigard desired to expand accessibility of the program to a greater range of people with drug-usage conditions.

Key mitigation strategies would first involve addressing the public backlash. As mentioned previously, the actual church involved in the incident disagreed with the protesters, and although exact identities are unknown, the 200 or so people seemed likely to come from outside the normal church attendance crowd. The other strategy would be to ensure that program success stories are shared through media outlets. Currently there are no actual City of Tigard funds allocated. Both funding mechanisms are federal: the ARP and HUD through a block grant.

For the hurdles to do with Just Compassion, the Good Neighboring Center (GNC) in Tigard provides a similar type of service as a form of transition from homelessness to permanent housing. Their programs do allow those with criminal histories or drug use issues. Another option would be running the program through the City of Tigard. Although neither GNC nor Just Compassion has a history of government fund abuse, directly running the program through the City could be a viable option, especially as the City of Tigard already uses its parking lots for the program.

Downtown/Tigard Triangle Plan

WHERE IT PERFORMS WELL

The policy overall is strong in its scalability. This program can be recreated for any number of spots, with signage being the only infrastructure change. Similarly, the policy is very cost-effective, as signage change would be the only upfront infrastructure cost.

More funding is necessary for data collection and enforcement of citations, but the policy itself generates revenue to fund these ventures. The plan is also extremely feasible, as the changes require little upfront cost and are simple enough to be implemented anywhere in the City.

WHERE IT FELL SHORT

First, equity and justice are not accounted for in this policy. Because the policy is based on raising costs at a flat rate for parking downtown, lower-income car owners will be hit hardest by the change. Employees in the downtown area are also affected greatly by this change, as they'll now be paying an extra cost to commute to work.

Particularly part-time or minimum wage employees will suffer the most from the policy. Since the policy is increasing the cost of spaces that were previously free, public support will most likely be negative. Business owners are likely to support the change, but general consumers and employees of the downtown area are opposed to the policy.

KEY WEAKNESSES

The policy's key weakness is addressing equity and creating more of a barrier for low-income individuals to visit the area. It's also weak in addressing larger goals for the City of Tigard, like decreasing parking spaces across the City. It also doesn't help with Tigard's

goal of allocating funds towards public transportation, as the City has not cited where the revenue generated from the program will go.

SPATIAL IMPLICATIONS

Potential impacts would occur in the 293 public parking spots in the Tigard Triangle and downtown area. Revenue from citations would be put towards transit routes that connect neighborhoods to the Downtown/Tigard Triangle area.

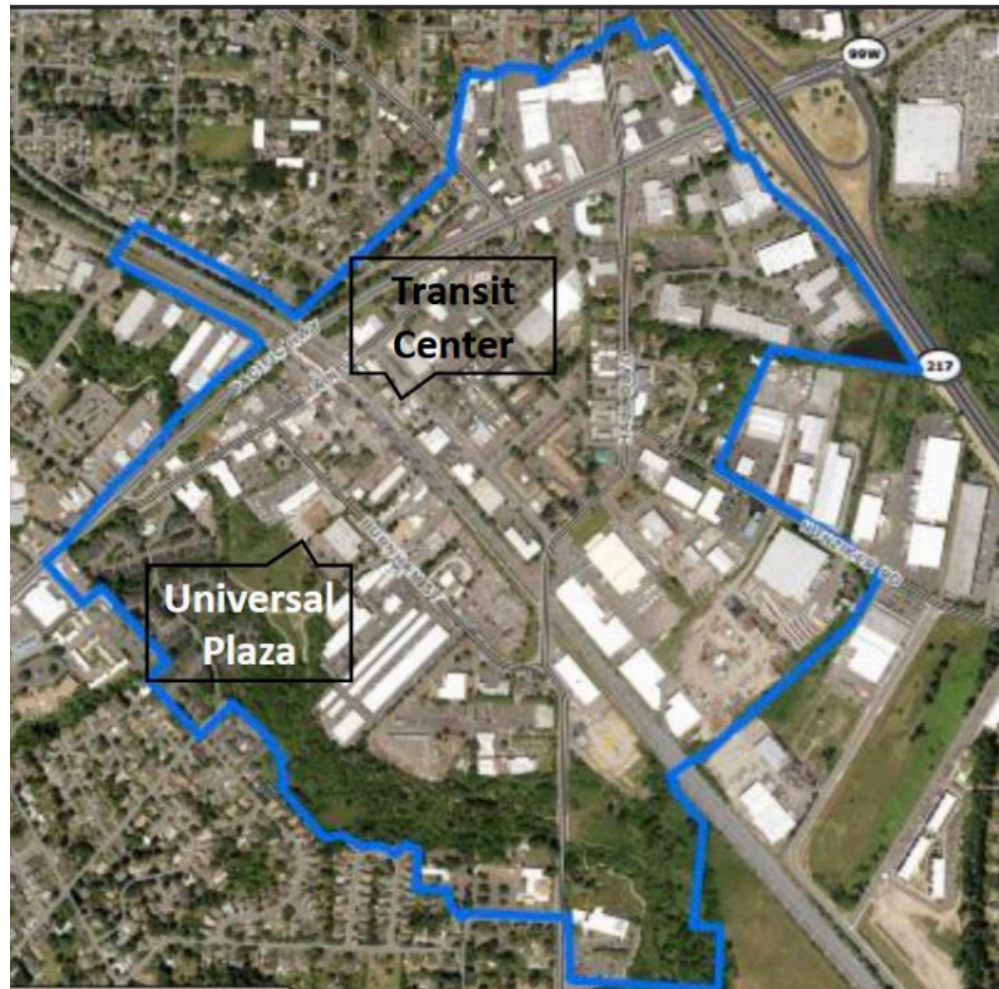
The Downtown transit center connects 8 bus stops and 1 commuter rail line. These lines connect to Beaverton, Wilsonville, Marquam Hill, Washington Square, Lake Oswego, and Sherwood. Currently, neighborhoods in Tigard don't have great connections to transit unless they are located on main roads. The revenue from the citations would go to the operational costs of these existing lines and creating new bus routes for neighborhoods that are farther out from the main roads, like Bull Mountain or West Tigard.

Those who own a car but cannot afford to park in these spots for an extended period would have decreased access to downtown businesses. However, by allocating the revenue generated by the citations towards public transit, lower-income residents would have access to the area.

Those who work at these businesses could be impacted by the parking fees, as no permits for the spots are provided through Tigard. Some businesses may already have private lots, and this would not impact them. A long-term permit system would have to be implemented for employees who work in places that utilize public parking spots. Funding for these spots could be charged to the businesses

FIG. 34

Existing opportunities
in the Tigard Triangle.



at a lower rate than for the public so that businesses are not having their own revenue depleted by the policy.

This revision would increase transit access for Tigard residents throughout the City. Increasing the revenue generated for transit needs would create better and more frequent routes for the Downtown/ Tigard Triangle area. The use of transit would also help mitigate the traffic congestion in the downtown area by decreasing the number of cars on the road.

The faster turnover for parking spots would also decrease congestion, as individuals would spend less time on the road searching for a spot. Access to downtown businesses would be hindered by the fees, but the “first hour free” policy

would help balance the need for revenue and low income.

SOCIAL IMPLICATIONS

Business owners are the first group to benefit from this policy revision. Shoppers will be more inclined to make purchases before their parking time runs out, which would increase downtown business revenue. This would also bring in a larger number of consumers since the parking turnover rate will increase.

Low-income individuals will also benefit from the revision because there isn't a pay barrier to visiting the downtown area. Employees of the downtown area also benefit from the formation of free-of-charge parking permits because the current policy does not factor in their increased costs. The typical part-time or

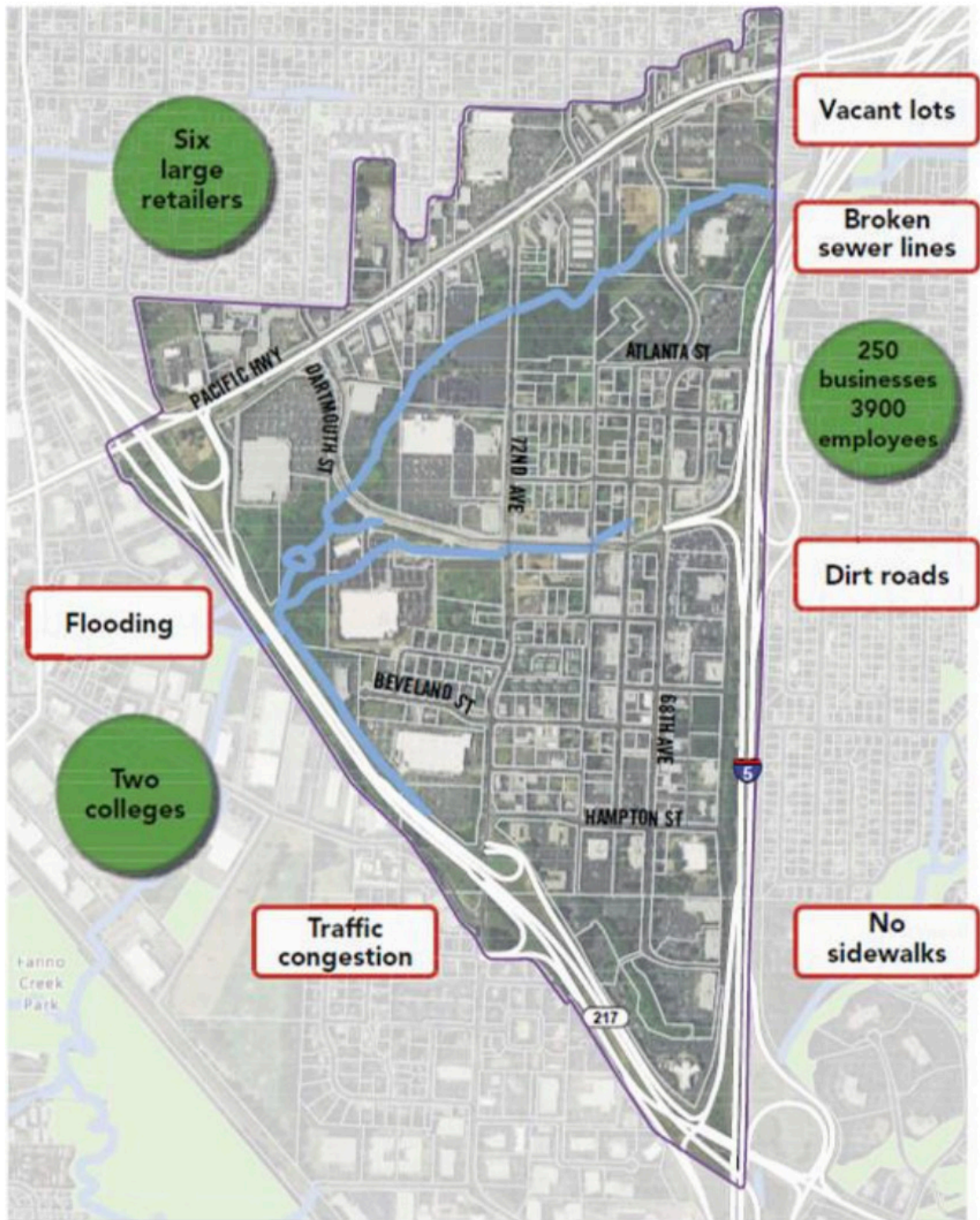


FIG. 35

Existing conditions in the Tigard Triangle.

Source: Tigard Triangle | City of Tigard

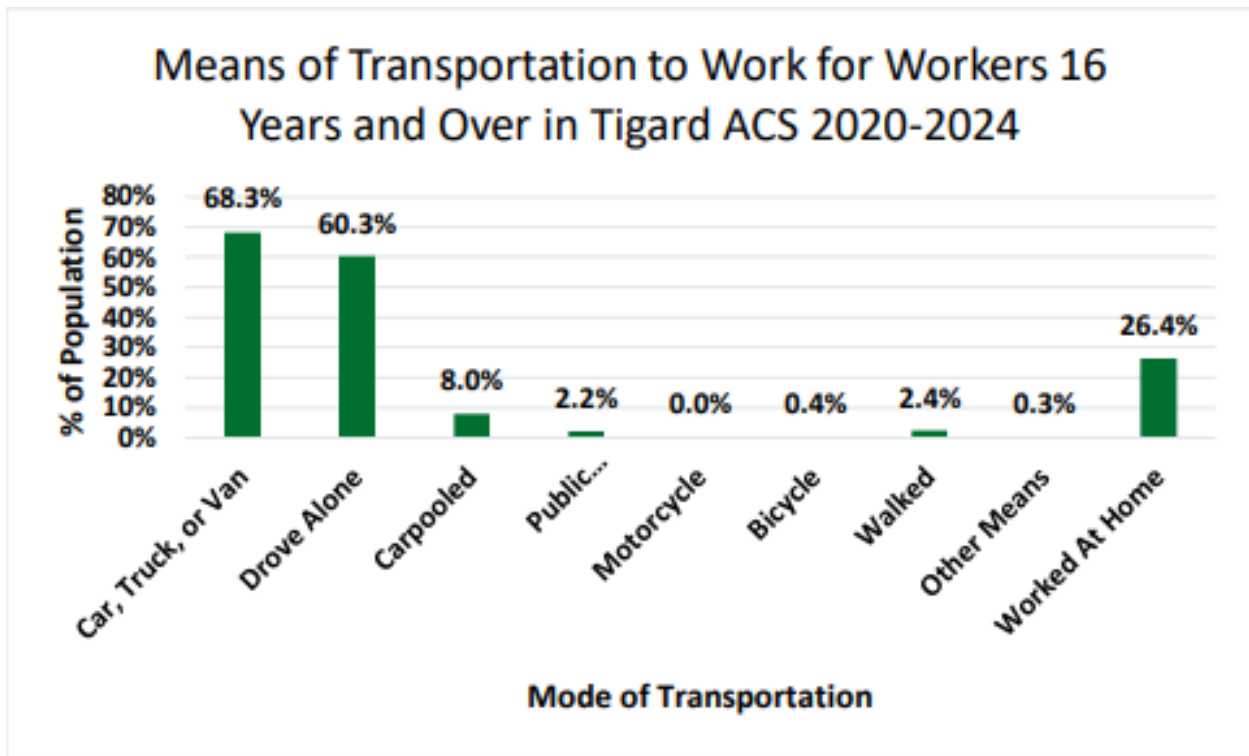


FIG. 36

Means of transit by percentage, Age 16+.

full-time minimum wage employee cannot afford to pay just to go to work.

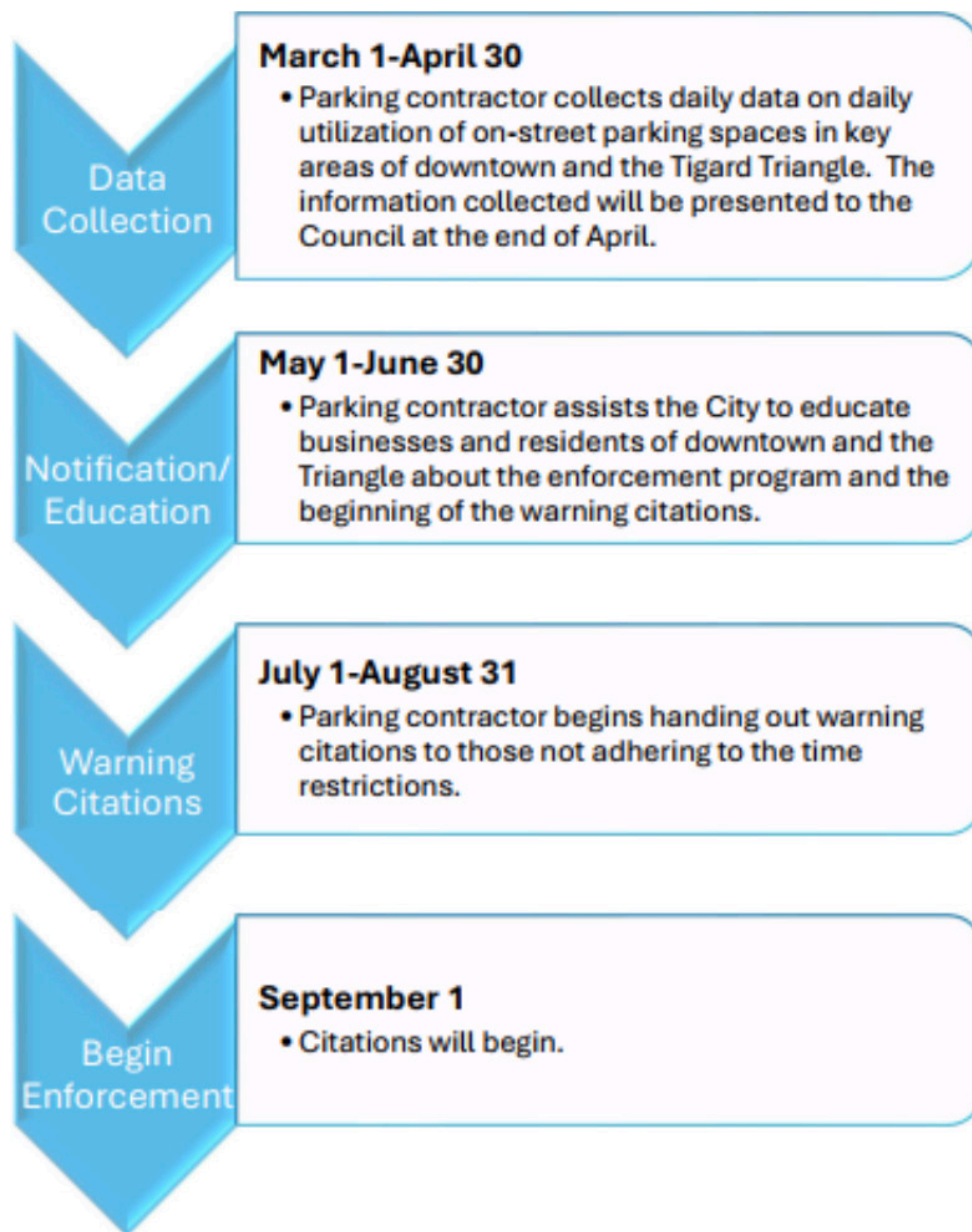
Finally, residents of Tigard benefit from a better transit system, as it gives them a cheaper alternative to driving to the downtown area. Creating more bus routes to this area will make it easier for the population to access the businesses here, which would also generate more revenue for the City.

The largest demographic that would be better served by this policy is low-income individuals. With better and more reliable access to the downtown area, these individuals have more opportunity for employment, and the businesses have a larger demographic of consumers.

Adding more bus routes to the downtown area would also increase mobility for those in neighborhoods that rely on automobile ownership. As seen in Figure 32, only 2.2% of workers commute via

transit, and 68.3% commute by driving, as of 2024 (U.S. Census Bureau). This has led to traffic congestion in the downtown area, which would be mitigated by more bus routes throughout the City.

As the downtown area gets more connected through better transit routes, coupled with the implementation of parking fees, a more economically diverse group of people would start to utilize public transportation. Most people, including middle- to upper-class individuals, look to avoid extraneous fees when possible. If they noticed that their city's public transportation system became more reliable for their neighborhood, they might opt to use this instead of paying for a parking spot. This would lead to a diverse group of individuals—including workers, business owners, and lower- to higher-income consumers—traveling together, which would increase the City's social connectivity.

**FIG. 37**

Proposed parking enforcement timeline.

FUNDING & GOVERNANCE IMPLICATIONS

The initial implementation costs will be low, with mostly signage changes and public outreach. The largest costs will come from issuing parking citations and creating means for purchasing parking spots.

Many cities opt for QR codes and online payment over physical meters to decrease the cost of implementation, and we recommend this strategy as well. The City of Tigard states that they will use a private

company to monitor and issue citations, which will be funded by the revenue generated by the policy.

Most of the costs needed to maintain the policy will be generated by the citations issued. Any upfront costs for signage changes will be low and can be allocated from local revenue, such as property taxes from local businesses.

The City of Tigard needs to be ready to invest all revenue generated into public transportation. Tigard is currently only

making small investments in operational changes, like upgrading bus stops and bicycle parking. However, for this program to work in full effect, the City must allocate all funds into creating new routes to the downtown areas.

The City of Tigard’s public transportation planners, the private company issuing citations, and the local downtown business owners are the key stakeholders in this investment. Also, all citizens participating in the downtown area are stakeholders, as they will be the ones who are issued citations for the foreseeable future.

POLICY IMPROVEMENT RECOMMENDATIONS

The policy can be revised by starting citations after a defined period of time. For example, the first 30 minutes or 1 hour is free, but fees apply after that time is up. This would ensure that parking turnovers are rapid while possibly increasing the rate created from the original policy. If someone pays a flat rate for the spot, they’ll be inclined to “make every penny count” and stay for the entire duration of paid time. If they’re given an hour free, it might urge them to leave exactly when that time is up to avoid the fee, which would increase parking turnover.

Using signage to educate the public on where the parking fee revenue is going to make the community feel more informed and, likely, more supportive of paying the fees. If there were an upcoming transit project that would receive funding from the citation fees, they might feel more positive about the policy than if it were arbitrarily going to the City’s government.

The shoppers would appreciate the free hour, especially people who have been using the spaces for quick trips and wouldn’t notice much of a difference.

Business owners were already in support of the program for providing more customers to the area and might be even more supportive of the revision as it might provide quicker turnover times and encourage shoppers to purchase quicker.

The policy does not address Tigard’s larger goal of decreasing parking spaces across the City. However, by charging individuals for a parking space, it might encourage people to seek alternative means of transportation to avoid parking fees. To address Tigard’s goal of increasing public transportation throughout the City, the revenue generated by citations could go directly to transit funds, like operational costs and the addition of new routes. These funds would go towards routes that connect to the Tigard Transit Center, located downtown. This would increase the City’s connectivity to downtown businesses.

POLICY ALIGNMENT IMPLEMENTATION Advocacy Pathways

While there will likely still be opposition to having prices increased for spots that were originally free, the revisions to the policy are much more politically viable to the public. They will likely believe it is fairer to have a buffer of free time for the spot rather than charging upfront. The largest potential for contention comes from how the citation funds will be allocated. Many will believe that the large amount of revenue should go back to business owners, potentially through infrastructure updates or store maintenance. However, through public outreach, the City Council can show the public that investment in public transportation is integral to achieving the larger goals of the City of Tigard, like reducing carbon emissions and increasing connectivity. It can also be explained that good transit will be cheaper than commuting to work by car.

Administrative Steps

First, the City Council must invest in public outreach for the program. It is important that the public be informed on the steps to make this program work. As laid out in Figure 33, warning citations and signage changes will be the easiest way to alert the population that citations will be issued. It's also important that the City displays where these funds will be allocated so the people are informed about where their money will be spent.

Next, the City will have to find a private company to monitor and issue citations. There is no business named in Tigard's official plan, but ideally this would be a locally owned parking company to enhance Tigard's goal of supporting local businesses. Finally, Tigard's Department of Transportation will have to work to allocate funds for upcoming transit projects. As the revenue continues to come in, the council will have public comment periods and research on why Tigard transit needs more funds. It would be ideal if Tigard spent some of this budget creating new routes that connect to the Tigard Triangle/Downtown area.

Phasing

In the short term, the community will be alerted to the policy change, and research will be done about turnover times. Ideally, more car commuters will be able to utilize the downtown area because more spots will be available. The businesses will generate more revenue from increased demand.

In the long term, the transportation council will have to come up with plans for allocating the revenue generated. Hopefully, the existing routes will become cleaner and easier to access while new routes are created to connect with the downtown area. As public transportation becomes more reliable, the population will use it to get downtown and decrease the need for as many parking spots and policies for the downtown area.

Potential Barriers and Mitigation Strategies

The largest barrier is opposition to where the funds will be allocated. It is possible that the government and public will argue that this revenue should be allocated towards infrastructure or investment back into downtown businesses. However, it's important to explain how this program will increase connectivity to the downtown area and will increase revenue for these businesses in the long term. Another potential barrier is not raising enough revenue to invest in new bus routes. In this case, money can be allocated more towards operational costs to provide evidence that more reliable transit is better for the downtown area.

Concluding Statements

This team believes the City of Tigard has relatively effective policy tools already, providing some positive impact to the community. Students selected the three policies due to them directly impacting three key issues expressed by the City of Tigard during the team's site visit. That would be transportation funding, housing availability, and access to economic opportunities to all. The team encourages the City of Tigard to consider the suggested revisions to see how they may further address these key issues.

Politics & Regionalism

Politics & Regionalism Overview

This group focused on how transportation outcomes are shaped through political decision making, funding alignment, and coordination across jurisdictions, agencies, and regional governance structures. This chapter examines how transportation outcomes in Tigard are shaped by political decision-making, regional governance, and coordination across multiple agencies and jurisdictions.

Rather than focusing on individual projects, the chapter emphasizes the institutional frameworks that determine what gets built, where investments are prioritized, and how funding and authority are shared among the City, region, and state. Through an analysis of the Oregon Transportation Planning Rule (TPR), Tigard's Complete Streets Policy, and the Oregon Public Transportation Plan (OPTP), the chapter highlights the central role of enforceable state regulations, advisory regional plans, and local implementation tools in advancing equity, safety, climate goals, and multimodal access.

The chapter underscores that Tigard's transportation progress depends less on vision-setting, which is already robust, and more on execution: aligning mandates with funding, converting advisory plans into binding agreements, and leveraging regional partnerships to overcome local fiscal limits. By framing transportation as a governance challenge as much as a technical one, this chapter identifies opportunities for Tigard to turn state requirements and regional aspirations into measurable, corridor-level outcomes through performance tracking, interagency agreements, dedicated funding set-asides, and transparent accountability structures.

Policy Selections

OREGON TRANSPORTATION PLANNING RULE - OAR (660-012)

OAR 660-012 requires Oregon cities to have long-range comprehensive Transportation System Plans in place to guide their planning and mobility efforts. Political viability is high for this policy, as it requires cities to develop long-range transportation plans that support multimodal planning, social equity, climate goals, and VMT reduction. Funding limitations are unfortunately also fairly high because there is no dedicated funding mechanism. Spatial equity is high (4/5) for this policy because it encompasses the entire city, whereas connected policies focus on areas with the highest need or highest-risk corridors. Ease of implementation falls in the middle because public support for transportation safety and improvements is high and having a TPR is mandatory, but the lack of funding makes implementation a challenge despite public support.

Cross Sector & Community Impacts

Strengthening the Transportation Planning Rule (TPR) would reshape mobility across Tigard's most important multi-modal corridors and areas with the largest infrastructure gaps. Key locations would include corridors in the 2040 TSP, such as Hall Boulevard, OR-99W, and Greenburg Road, which have high crash rates and high transit demand. It would also help neighborhoods with major sidewalk and bike pathway gaps. Along with that, centers where mixed-use zoning and higher densities can meaningfully reduce trip lengths and support a mobility shift. These areas overlap with the TSP's emphasis on "multimodal connectivity, safety, speed management, and performance monitoring," creating strong alignment between local and state goals.

This will benefit neighborhoods in the Tigard Triangle, East Tigard, and Downtown Tigard. These places experience high auto-dependence, limited walking and biking routes, and have sidewalk gaps that disconnect people from schools, parks, and transit. Lower-Income neighborhoods with fewer cars benefit most from the improved multimodal access. Safer walking and biking conditions support youth, older adults, and people with disabilities. Strengthening the TPR ensures that historically underserved neighborhoods perceive consistent safety and improvements. It will also improve access to jobs, schools, and other essential services. Ultimately, echoing the report's emphasis on equity-centered engagement and measurable benefits.

Implementation Strategies

Deepen Alignment with the Transportation Planning Rule (TPR) to Accelerate Climate, Equity, and Safety Outcomes

Oregon's Transportation Planning Rule (OAR 660-012) remains the most structurally powerful external force shaping Tigard's transportation decisions because it is regulatory and enforceable, requiring coordinated multimodal planning, per capita VMT reduction, equity-centered engagement, and integration of climate considerations into project selection.

Tigard's TSP echoes these themes by prioritizing multimodal connectivity, safety, speed management, and performance monitoring, but several requirements, particularly rigorous VMT tracking, explicit parking and curbside management tools, and binding timelines for closing network gaps, are less prescriptive locally than they are under

the TPR. Strengthening local conformance will reduce legal and policy risk, improve grant competitiveness, and produce more consistent safety and access benefits for historically underserved neighborhoods. A structured approach is recommended.

First, the City should embed per-capita VMT, serious and fatal crash rates, and equity access indicators into both development review and capital programming, using the TSP's performance framework to publish an annual dashboard with trend lines and geographic distribution. This makes progress visible and aligns with the Strategic Plan's commitment to data-informed decision-making and equity metrics.

Second, Tigard should expand 20 mph neighborhood zones, traffic calming, and speed management packages on corridors with severe crash histories, sequencing quick-build safety fixes (RRFBs, vertical separation, hardened centerlines) before more capital-intensive rebuilds.

Third, the City should coordinate with ODOT on speed setting and the planned jurisdictional transfer of Hall Boulevard, which will enable local design standards, multimodal priorities, and speed reductions that better serve adjacent neighborhoods and businesses.

Finally, Council should authorize parking and curb management measures, pricing, time allocation, freight and transit priority zones, and micromobility parking, that reinforce TPR-consistent mode shift and reduce conflicts at transit stops and key crossings. Together, these actions turn state mandates into a measurable local program while staying faithful to Tigard's vision of an equitable, walkable, and accessible community.

COMPLETE STREETS POLICY

This policy mandates that all streets in Tigard are designed, built, and maintained to be safe and accessible for people of all ages, varying mobility levels, and modes of travel. Political viability is high for the Complete Streets policy because the goal is to directly improve the safety and lives of residents. Funding limitations are the biggest challenge Tigard faces, and this is true for this policy as well. Spatial equity is high as well because the policy focuses on a complete transit network throughout the whole city. Ease of implementation is low because this policy requires funding for projects yet has no direct stream of funding.

Cross Sector & Community Impacts

Student policy recommendations for Tigard's Complete Streets will concentrate on improvements to high-injury corridors and local streets near schools, parks, and transit stops. The areas that would benefit the most would be neighborhoods with high sidewalk gaps, school zones lacking safe crossings, and communities with high exposure to traffic injuries. These improvements will help residents with disabilities and transit-dependent households. Like the TPR, Complete Streets creates safer walking routes to school, reduces crash risk, and improves people's comfort to walk and bike. Its social implications will impact a vast number of Tigard residents. This includes pedestrians, cyclists, transit riders, and people with disabilities.

Implementation Strategies

Establish a Dedicated Complete Streets Set-Aside to Deliver Consistent Safety and Access Gains

Tigard's Complete Streets Policy is comprehensive: it defines "all users," requires context-sensitive design, applies across the full project life cycle, expects integration into resurfacing

and reconstruction, and calls for regular performance tracking. The 2019 Implementation Plan translates that policy into twenty activities, including a Transportation Safety Action Plan, ADA Transition Plan adoption, network planning, resurfacing criteria, and Vision Zero exploration, with clear assignments to lead departments and partner agencies. Yet the City's ability to deliver at scale still depends on opportunistic funding, creating uneven progress on sidewalk infill, crossings, and bikeway gaps, particularly on high-injury corridors and near schools and transit hubs. A dedicated Complete Streets Set-Aside within the transportation budget and five-year Capital Improvement Program (CIP) would solve this problem by providing predictable local match for state and regional grants, stabilizing annual delivery, and strengthening Tigard's public accountability with a clear output-per-dollar narrative.

Implementation should proceed in three parts. First, adopt a set-aside policy that reserves a fixed share of local transportation revenues for Complete Streets elements, sidewalks, crossings, separated bike facilities, transit access upgrades, and publish an annual leverage ratio showing how each local dollar is multiplied by external funds (RFFA, MSTIP, STIP Enhance, TA/OCP, HB2017/STIF, and Urban Renewal). Second, program investments against a High-Injury Network slate, with selection criteria that weight crash severity, proximity to schools and frequent transit, and benefits to historically underserved areas; time projects with resurfacing to stretch dollars and reduce disruption. Third, institutionalize before/after reporting, crashes, operating speeds, ADA access, and the share of residents with low-stress access to jobs, schools, and parks, to demonstrate return on investment and

refine design standards over time. These steps directly advance the Strategic Plan's pedestrian network objectives and the TSP's emphasis on not overbuilding auto capacity while improving safety and multimodal access.

Tigard currently has a 50-cent surcharge on ride share passengers to pay for the PBOT-run safety program which runs background checks on drivers and vehicle safety inspections for Transportation Network Companies (TNCs) such as Uber and Lyft. The funds from the program go mainly to maintaining and improving Tigard roads, while 15% goes to PBOT for running the program. Tigard has also considered implementing discounted TNC fares near bars to discourage people from driving while under the influence by providing a safe alternative. If this is implemented in Tigard, rideshare usage would likely increase and provide more revenue for the City. If this pattern occurs and is beneficial to the City transportation and planning budget, this could be an incentive to raise the TNC passenger charge above 50 cents.

OREGON PUBLIC TRANSPORTATION PLAN (OPTP)

OPTP establishes a strong statewide transit vision and emphasizes equity and regional coordination. The political viability of this public transportation plan is well ranked because it supports an interconnected network, so investment in public transportation garners support as it serves a wide range of people. As for funding, this policy ranks low because it has no dedicated source of funding, and the plan has no leverage over funding decisions— it is an advisory document, and not legally binding. Because this Plan is focused on public transportation, it does not serve the needs of users of alternative modes of transit. This is acceptable, as it is a specific focus area,

but it slightly lowers the Plan's ranking with regard to spatial equity because public transit is only one component of Tigard's transportation goals. For ease of implementation, this Plan provides a clear vision that aligns with climate, accessibility, and equity goals statewide. The clarity of this advisory document increases the ease of implementation, especially when there is funding secured.

Cross Sector & Community Impacts

OTTP will affect priority transit corridors and stops targeted for accessibility upgrades. This includes ADA improvements and protected crossings. It focused on making any transition from walking, biking, and transit happen smoothly. The social implications of this policy will be that it'll allow families and people with disabilities to travel more confidently and increase trust in other forms of mobility.

Implementation Strategies

Operationalize the OTTP with Corridor-Level MOUs to Improve Transit Reliability and Access

The Oregon Public Transportation Plan (OTTP) offers a statewide vision of equitable, connected, and reliable transit, but because it is advisory, tangible gains in Tigard hinge on proactive local agreements with the operating provider.

The most effective strategy is to negotiate corridor-level Memoranda of Understanding (MOUs) with TriMet, in which the City delivers targeted capital and access improvements in exchange for service and reliability commitments on a small number of high-impact corridors such as OR-99W, Hall Boulevard, and Greenburg. This approach pairs Tigard's control over street design, crossings, curb space, and signals with TriMet's control over span, frequency, and speed/reliability treatments, producing visible

results in the short to medium term while larger regional expansions remain uncertain.

Each MOU should specify a package of improvements, transit signal priority and queue-jump locations at the worst delay points; bus stop consolidation where appropriate and amenity upgrades where consolidation is not feasible; ADA-compliant approaches and protected crossings; and first/last-mile connections including secure bike parking and low-stress neighborhood links. Shared KPIs should include bus travel-time savings, on-time performance, stop-access compliance with the ADA, and changes in the population of priority riders with low-stress access to frequent transit. The City can fund its side of the bargain by stacking the Complete Streets Set-Aside with Urban Renewal and grants such as HB2017/STIF, MSTIP, RFFA, and TA/OCP. This strategy is consistent with the TSP's transit access priorities and the Strategic Plan's objectives around '20-minute neighborhoods, equitable access to essential services, and data-driven performance management.

Leverage Regional Partnerships and Funding to Overcome Local Fiscal Limits

Tigard's analysis acknowledges both tax fatigue and constrained local revenues, making regional partnership and external funding essential to achieving the City's mobility goals. Many of the most consequential projects traverse or depend on ODOT, Washington County, Metro, and TriMet facilities and programs, from jurisdictional transfer and speed setting to signal operations and transit amenities. The TSP enumerates competitive sources such as MSTIP, Metro RFFA, ODOT STIP (Enhance and Safety), Federal Transportation Alternatives/Oregon Community Paths, and HB2017/STIF, and it underscores the role of Urban

Renewal districts, Downtown and Tigard Triangle, in sequencing and matching funds. Converting this opportunity set into built projects requires Tigard to be relentlessly ‘grant-ready’: scopes, costs, schedules, equity benefits, and partnerships should be fully articulated and staged to match the cadence of regional and state funding cycles.

A practical next step is to maintain a rolling corridor pipeline with pre-agreed interagency ‘charters’ for state and county routes. These charters should define preferred cross-sections, access management strategies, signal priorities, and construction phasing, so that when

a funding window opens Tigard and its partners can submit a turnkey package rather than negotiating terms under deadline pressure. For politically salient corridors, bundle safety, reliability, and multimodal access elements in unified applications to maximize multi-criteria scoring and show cost control through rightsizing, an explicit principle of the TSP that favors two- to three-lane urban cross-sections with speed management and high quality active transportation over expensive widening. This positions Tigard to deliver measurable benefits while preserving scarce local dollars for operations and maintenance.

Implementation Roadmap

NEAR-TERM (0–12 MONTHS)

The City should adopt a concise set of performance indicators, per-capita VMT, serious/fatal collisions, operating speeds on priority corridors, percent of residents in historically underserved areas with low-stress access to transit and essential services, and publish a short annual dashboard linked to the TSP’s ‘Tracking Our Progress’ framework.

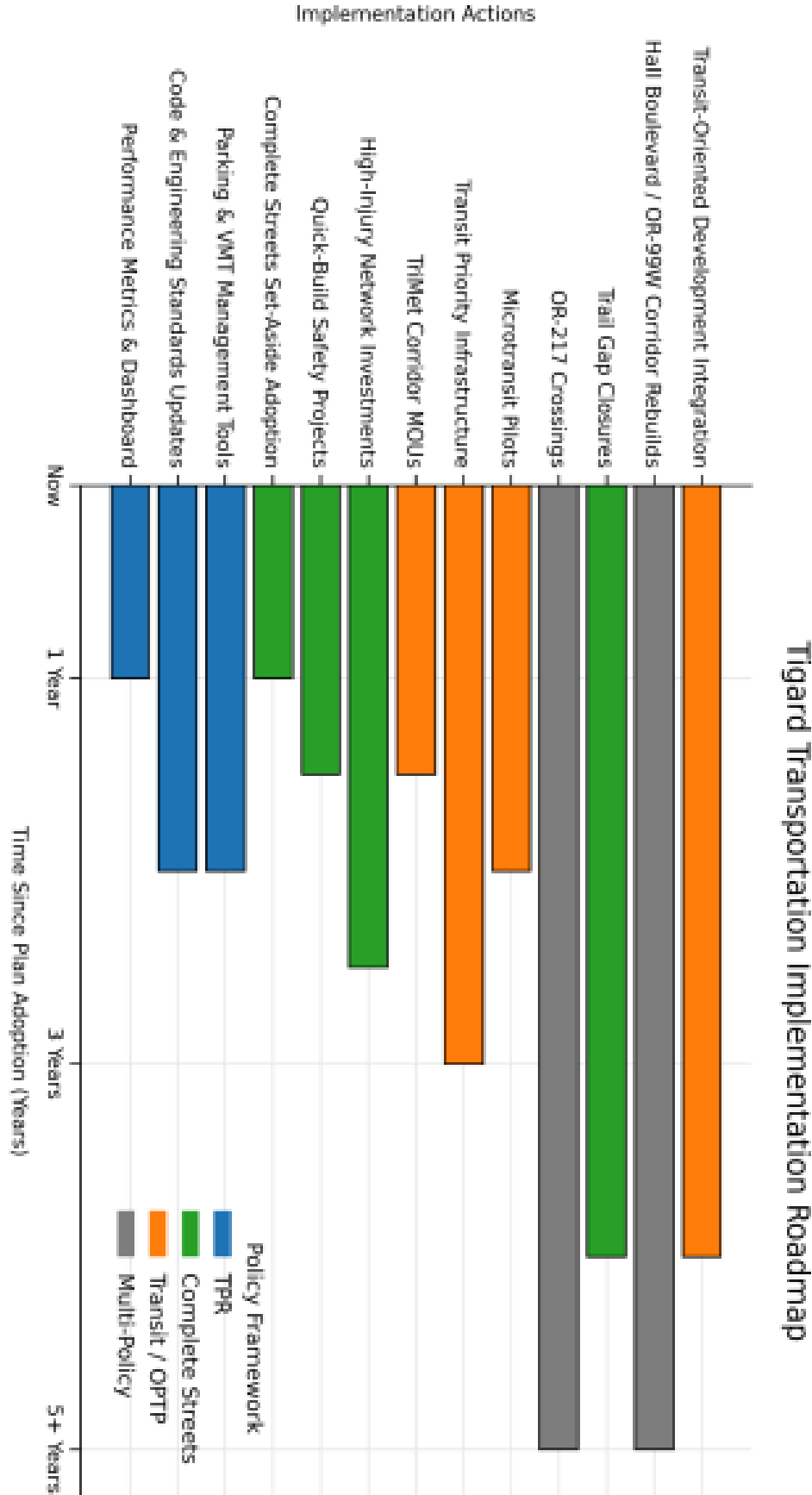
In parallel, Council should establish the Complete Streets Set-Aside and adopt a five-year High-Injury Network program list prioritized by crash severity, school/transit access, and equity. Staff should select two transit corridors for City–TriMet MOUs, define the signal and stop-access packages, and identify the local match stack (set-aside, Urban Renewal, and specific grant targets). Quick-build safety fixes, RRFBs, hardened centerlines, daylighted corners, low-cost sidewalk infill, should be delivered immediately to demonstrate momentum.

These actions provide visible benefits, clarify compliance with state expectations, and improve Tigard’s competitiveness for time-sensitive grants.

MID-TERM (1–3 YEARS)

Tigard should update Title 18 and Engineering Standards to require VMT analysis and reporting for significant development proposals, adopt explicit bike-gap closure timelines, and authorize parking/curb management tools that prioritize safety and transit performance. Corridor MOUs should move from planning to construction: deploy transit signal priority and queue jumps at identified hotspots, complete ADA and sidewalk access to top-boarding stops and implement bikeway protection where feasible. The City’s SDC program should be recalibrated to support multimodal capacity and climate outcomes, advancing the Strategic Plan’s equity and climate priorities while reinforcing the TSP’s emphasis on cost-effective ‘right-sizing.’ Where appropriate, pilot on-demand microtransit to connect

FIG. 38
Tigard transportation
implementation
roadmap.



lower-density neighborhoods to frequent transit and job centers, with clear KPIs for cost per passenger and access benefits to priority populations.

LONG-TERM (3–6+ YEARS)

Major active transportation links should be constructed to lock in system completeness and VMT reduction, including OR-217 crossings (95th Avenue and the Tigard Triangle), trail gap closures linking Red Rock Creek and Fanno Creek, and comprehensive multimodal corridor upgrades on Hall and OR-99W.

The City should codify transit-oriented development (TOD) policies around transit centers and future high-capacity corridors, ensuring land use intensification is synchronized with access and reliability improvements. The Complete Streets Implementation Plan should be refreshed on a three-to five-year cycle to re-rank projects using updated crash and equity data, incorporate lessons from quick-build pilots, and maintain interagency momentum on state and county facilities.

Governance, Performance, and Accountability

Success depends on consistent measurement and transparent communication. The Strategic Plan's emphasis on data-informed decision making and equity-centered outcomes provides the citywide framework; transportation should sit at the forefront with a dashboard that is concise, visual, and publicly accessible.

Suggested indicators include VMT per capita, fatal and serious injury crashes, percentage of residents with low-stress access to frequent transit, linear miles of sidewalks/bikeways added, percent of ADA Transition Plan tasks completed annually, and the share of Complete Streets funds spent in Community Development Block grant-eligible tracts. Publishing annual results, including before/after case studies on priority corridors, will help sustain political support and sharpen project selection.

To reinforce accountability, Tigard should designate a Complete Streets & Mobility Steering Group that includes Public Works Engineering, Community Development, Police, Parks, and Finance, with standing participation from TriMet, ODOT, and Washington County as projects require. The group's remit would be to keep the project pipeline grant-ready, coordinate interagency MOUs and charters, and ensure the dashboard reflects the most recent crash, speed, and access data. The TTAC's advisory role, already contemplated in the Complete Streets Implementation Plan, should be extended to review annual progress and recommend adjustments to the five-year program.

Governance, Performance, and Accountability

Given local fiscal constraints and ‘tax fatigue’, stacking is essential: pair the Complete Streets Set-Aside and Urban Renewal with competitive grants to close funding gaps and minimize local exposure. The TSP identifies multiple viable sources, Metro RFFA, MSTIP, ODOT STIP Enhance and Safety, Federal Transportation Alternatives and Oregon Community Paths, and HB2017/STIF, each with different cycles, match requirements, and scoring criteria.

To maximize competitiveness, applications should foreground safety and equity benefits, right-sized cross-sections that avoid costly widening, and clear interagency agreements that de-risk delivery. Including corridor MOUs and state/county charters as attachments will demonstrate shared commitments to scope, schedule, and long-term maintenance responsibilities, improving reviewer confidence and award odds.

Risk Management

Two risks require sustained attention. The first is political and community skepticism, especially where parking, VMT, or curbside reforms are perceived as ‘anti-car’. Mitigation includes sequencing reforms alongside visible safety and access wins, publishing transparent before/after outcomes, and using temporary materials and pilots to prove value before capitalizing improvements.

The second risk is inter-jurisdictional complexity, particularly on state and county facilities that control speed

setting, access management, and design standards. Mitigation includes early interagency charters, joint grant applications, and strategic bundling of improvements that meet each partner’s goals—safety and reliability for ODOT and TriMet, and access and placemaking for the City—so there is a shared incentive to deliver on time. Both mitigation strategies are contemplated across the TSP and Complete Streets plan and are consistent with the Strategic Plan’s call for measurable, equitable outcomes.

Concluding Statements

Tigard possesses the core ingredients of a high-performing, equitable transportation system: a clear citywide vision of walkability and accessibility, a TSP that favors multimodal connectivity and safety over costly expansion, and a mature Complete Streets framework that translates values into practice.

What remains is to institutionalize performance, stabilize funding, and formalize corridor-level agreements that convert policy into built outcomes. By tightening local alignment with the TPR, establishing a durable Complete Streets Set-Aside, operationalizing the OPTP through TriMet MOUs, and systematically

leveraging regional partnerships and funds, Tigard can deliver safer streets, better transit access, and lower per-capita VMT, fulfilling the Strategic Plan's promise of an equitable community that is walkable, healthy, and accessible for everyone.

Public Health

Public Health Overview

This group focused on policy alignment that emphasizes walking, biking, and micromobility as essential transportation modes that improve physical health, reduce disparities, and create safer, more accessible streets for all users. This chapter examines policy alignment around walking, biking, and micromobility as essential components of a safer, healthier, and more equitable transportation system in Tigard.

It evaluates how state, local, and federal policies—including Oregon’s Climate-Friendly and Equitable Communities (CFEC) rules under OAR 660-012, Tigard’s Safe Streets Action Plan, and the federal Infrastructure Investment and Jobs Act (IIJA)—shape active transportation outcomes through land use controls, incentive structures, and infrastructure investment.

Rather than treating active transportation as a secondary or recreational mode, the chapter frames it as a public health, safety, and equity strategy that can meaningfully reduce vehicle miles traveled (VMT), traffic fatalities, and socioeconomic disparities.

The chapter highlights a key disconnect between policy intent and outcomes: while significant effort has been placed on infrastructure delivery, walking and biking rates have stagnated or declined, and the most significant contributor to traffic fatalities—alcohol and drug impairment—remains insufficiently addressed in local policy.

By proposing targeted improvements such as parking maximums at bars and a mileage-based commuter compensation program, the chapter emphasizes the importance of pairing built-environment investments with behavioral incentives and regulatory tools. This multi-pronged approach better aligns active transportation policy with empirical evidence, public health outcomes, and Tigard’s broader climate and safety goals.

Policies & Enhancement Recommendations

ORIGINAL EVALUATIONS

OAR 660-012-005

When measured for cost-effectiveness, this policy performs well because it has low overhead costs and the potential to lower financial burdens on households and businesses. The policy uses an effective “carrot and stick” methodology for discouraging motor vehicle use by a) limiting parking availability, and b) creating methods for businesses to redevelop parking spots into bike/pedestrian facilities. The policy also includes specific language that eliminates parking mandates for facilities serving vulnerable populations, making “equity & justice” an additional strength.

This policy falls short in political viability because it is part of the CFEC policy package that sparked controversy over lack of city input and lawsuits over claims that Oregon state government exceeded statutory authority.

Tigard Safe Streets Action Plan

The Tigard Safe Streets Action Plan performs well on equity and justice because it builds on the Tigard Complete Streets Policy Implementation Plan goals to create “more equitable transportation systems and facilities,” and to “repair systemic deficiencies.” Public support is also a strength as collaboration between “city departments, agency partners, community members, and the Tigard Transportation Advisory Committee...” were responsible for crafting goals and policy solutions.

However, the policy fails to address the most relevant cause for fatal crashes: alcohol and drug impairments. Despite the statistics provided by TSSAP indicating that serious injury and fatal crashes were only linked to “driving while

under the influence, sleepy, or unwell,” in 7% of all crashes in Tigard, re-examining the data finds that approximately 61% of all fatal crashes involved impairment from alcohol and/or drugs.

Additionally, Tigard’s goal of increasing bicycle usage to decrease VMT and, therefore, crashes is likely to not be effectively achieved when examining trends in Oregon bike usage. Despite continued investments into biking infrastructure, biking rates in Oregon have fallen 31% since pre-COVID numbers (the 3rd highest percentage of decrease of any U.S. state). Considering that almost all of Tigard’s policies to increase biking have been focused on infrastructure, this data indicates that these efforts are unlikely to be effective.

H.R.3684: Infrastructure Investment and Jobs Act (IIJA)

This policy has been proven to be highly expandable, adaptable, and replicable, as evidenced by decades of reimplementation. Additionally, the IIJA performs well in public support, feasibility, and political viability as studies have shown that support for the federal government “playing a major role in maintaining infrastructure” is bipartisan.

Future political viability is difficult to predict and is contingent on the incoming federal administration. If the Trump or similarly minded administration remain in power, it is likely that funding for the next iteration of the IIJA will be cut, as evidenced by the Trump administration’s attempt to withhold transportation funding from states as a political bargaining chip. Similarly to the TSSAP, the IIJA’s methods to achieve the goal of increased active transport throughout the U.S. falls short. The policy has been highly

effective at decreasing traffic fatalities, but has failed to see an increase in biking or walking rates for commuting despite consistent funding.

SPECIFIC POLICY IMPROVEMENTS

OAR 660-012-005 through 660-012-0445

To improve political viability and avoid risk of future lawsuits/bills that could scrap CFEC, this policy could implement increased flexibility options that are more adaptable to the needs of specific cities and include a chance for local government input. Infringement “on local land use planning authorities” was a primary motivator for CFEC-opposed cities to file suit; Oregon House Bill 2569 that was proposed to fight against CFEC sought flexibility for alternative action in local governments, increased collaboration with local governments, and a comprehensive economic impact statement as means for fixing CFEC. Proposals to change CFEC give an indication of what is needed to increase political viability. Under CFEC, the most notable requirements that applicable cities must meet are:

- No mandated parking minimums
- Mandates for housing require a maximum of one space/multifamily unit
- Multifamily/multi-use development must include electrical conduits (for EVs) to serve 40% of parking spaces.
- Minimum housing density standards
- Existing language allows for the following flexibilities for cities:
 - A choice of either density/height standards of outcomes
 - Parking Reform Approaches: Three options, alternative options primarily for cities with populations of 100,000+
- Housing and Employment Targets: Two different options for minimum density standards quantification, with variation based on population size.
- Exemptions are allowed for areas with populations <10,000 within the UGB or newly designed metropolitan areas.

While there are flexibilities in-place, it is likely that political support would increase if standards were set based on actual population percentages, rather than categorizing cities based on a range of population sizes, to more accurately fit a city’s needs. Sessions meant to readjust this policy should include representation from the local governments affected for setting new standards.

The policy of CFEC itself does align with Tigard’s transportation and community goals for increasing equity, walkability, and affordability. Where Tigard has a chance to build on OAR 660-012 is utilizing parking maximums to meet unmet safety improvement goals. Specifically, setting parking maximums at bars with the goal of limiting driving to bars and encouraging forms of transportation that don’t carry a risk of intoxicated driving and keep intoxicated people physically distanced from moving vehicles.

Research has shown that ridesharing service availability reduces fatal alcohol-related auto accidents by a significant 10-11.4%. Additionally, research has found that “Parking is difficult/expensive” is the second most common “main reason that led (a passenger) to choose Lyft/Uber over other options” when those passengers stated that they would have

otherwise driven. This indicates that, if there is decreased parking available at bars, patrons will be more likely to choose ridesharing as an option and, therefore, likely decrease the rates of fatal auto accidents.

Tigard Safe Streets Action Plan

To improve the benefits of this policy by implementing methods that have been better proven to advance public health transportation goals, Tigard could implement a travel compensation/mileage allowance program to encourage bike use for commuters.

A mileage-based program for bicycle commuting compensation is mostly unexplored within U.S. literature. However, evidence from other countries that have successfully achieved high rates of cycling commuters indicates that travel compensation was one of the most reliable factors associated with commuters' choice to commute by bike. The success of travel compensation in the Netherlands comes from their encouragement for employers to pay their cycling employees a mileage allowance program equivalent to the rate of their staff who commute by car. In the period following the Netherlands' implementation of this tax-benefits program for cycling commuters, cycling to work increased by 57% in one year.

One example of an effective implementation of a similar program in the U.S. is the Denver Streets Partnership Bicycle Rewards Program. This three-month program paid participants \$1/mile traveled by bike for up to \$200/month. The mileage incentive program (referred to as V1 in the report) had a 50% retention rate with an average ride per person per month rate being 21 rides per month.

Participants also biked for an average of approximately 4 miles/day. Most significantly, "those taking more than five bicycle trips" per week "increased from 14.5% to 40.6% of participants by the end of the program."

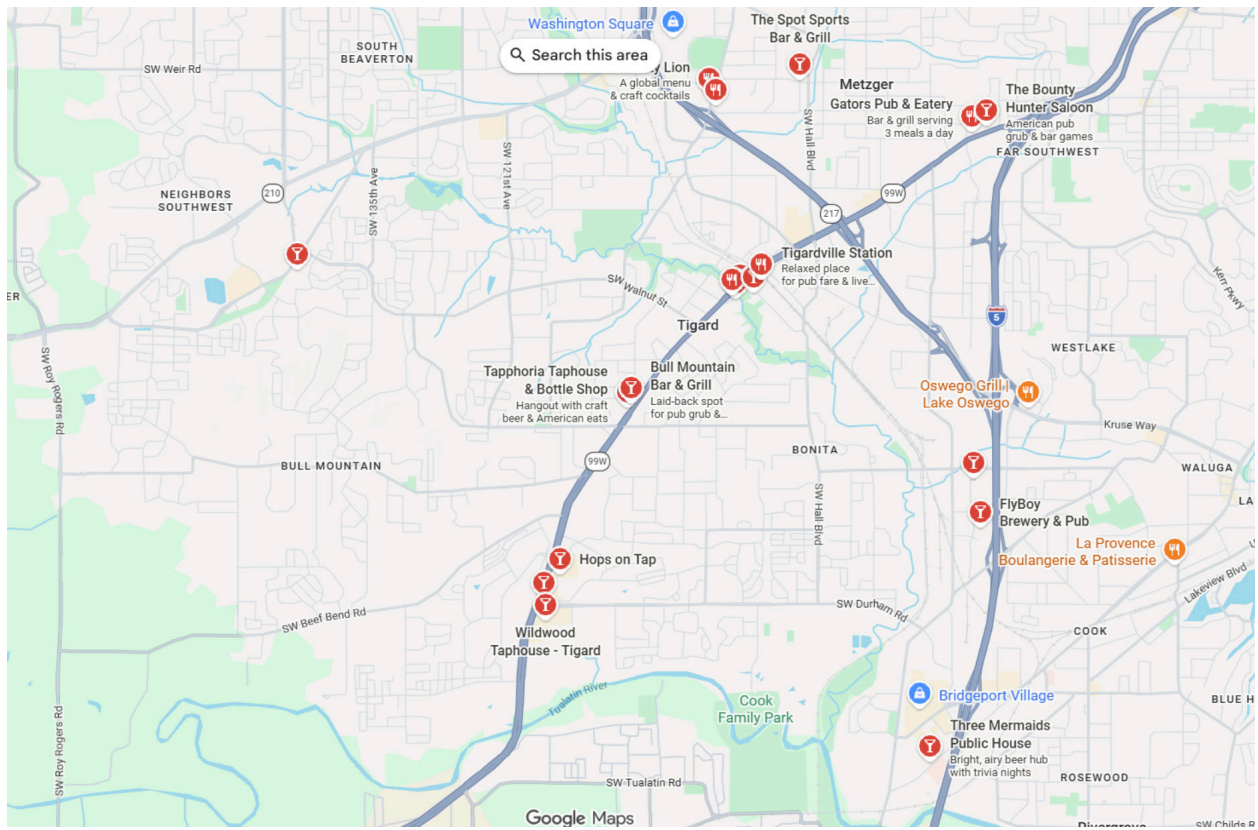
Within the pilot program, there was a separate group (V2) whose participants received personalized coaching and up to \$700 in bicycle accessories, repairs, and subsidies for bike purchases. This group had the lowest average number of rides per person per month and miles biked per person per day of any group studied. This indicates that mileage programs may be the most effective method in increasing cycling rates.

Considering the high rates of vehicle ownership in Tigard (~85% of households), any programs that are implemented would likely need to compensate cyclists at a higher rate than what would be allotted for driving. This is to make up for the decreased convenience that results from biking versus driving.

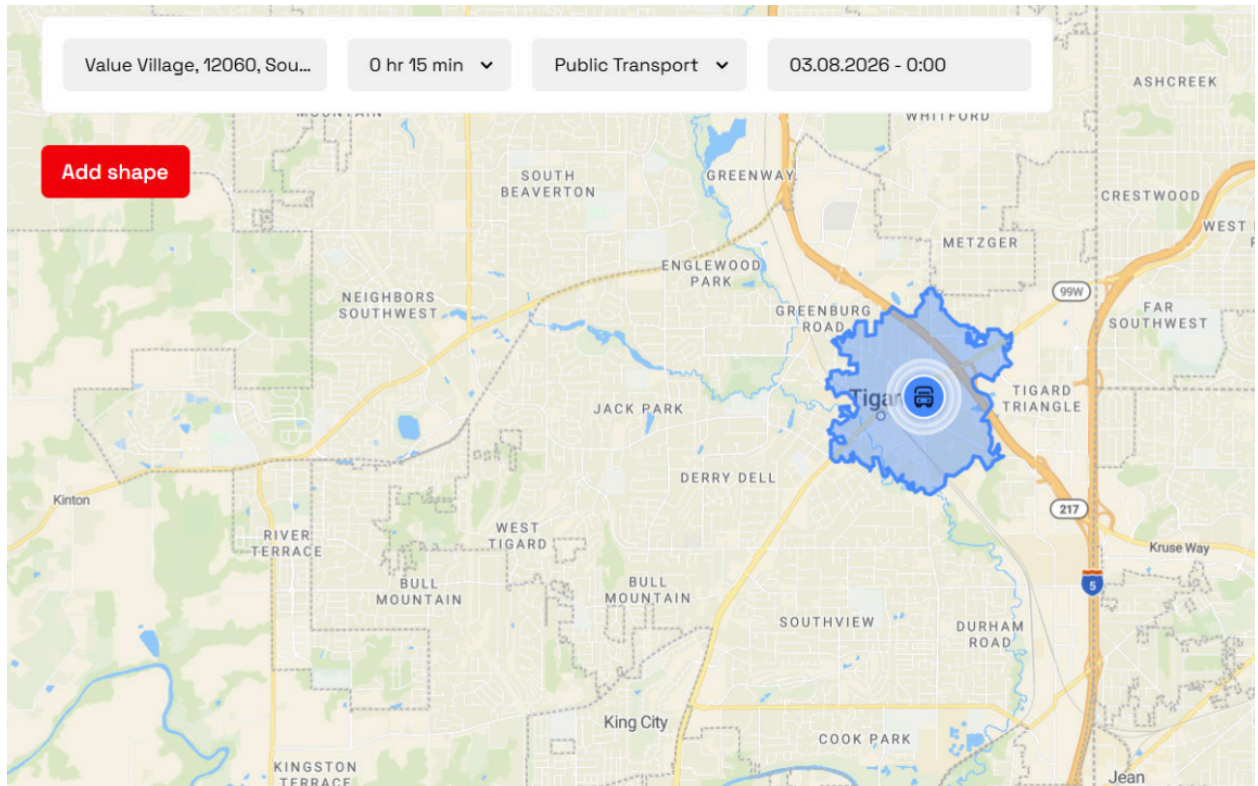
CROSS-SECTOR & COMMUNITY IMPACTS

Spatial Implications

Bars in Tigard are primarily focused in areas of the City that are dense in commercial activity with very little residential access. Minimal reach to residential areas by TriMet transit and low-comfort streets for cyclists influences patrons to prefer driving over other modes of transit.

**FIG. 39**

Map of bars in Tigard.

**FIG. 40**

Distance reachable by public transit.

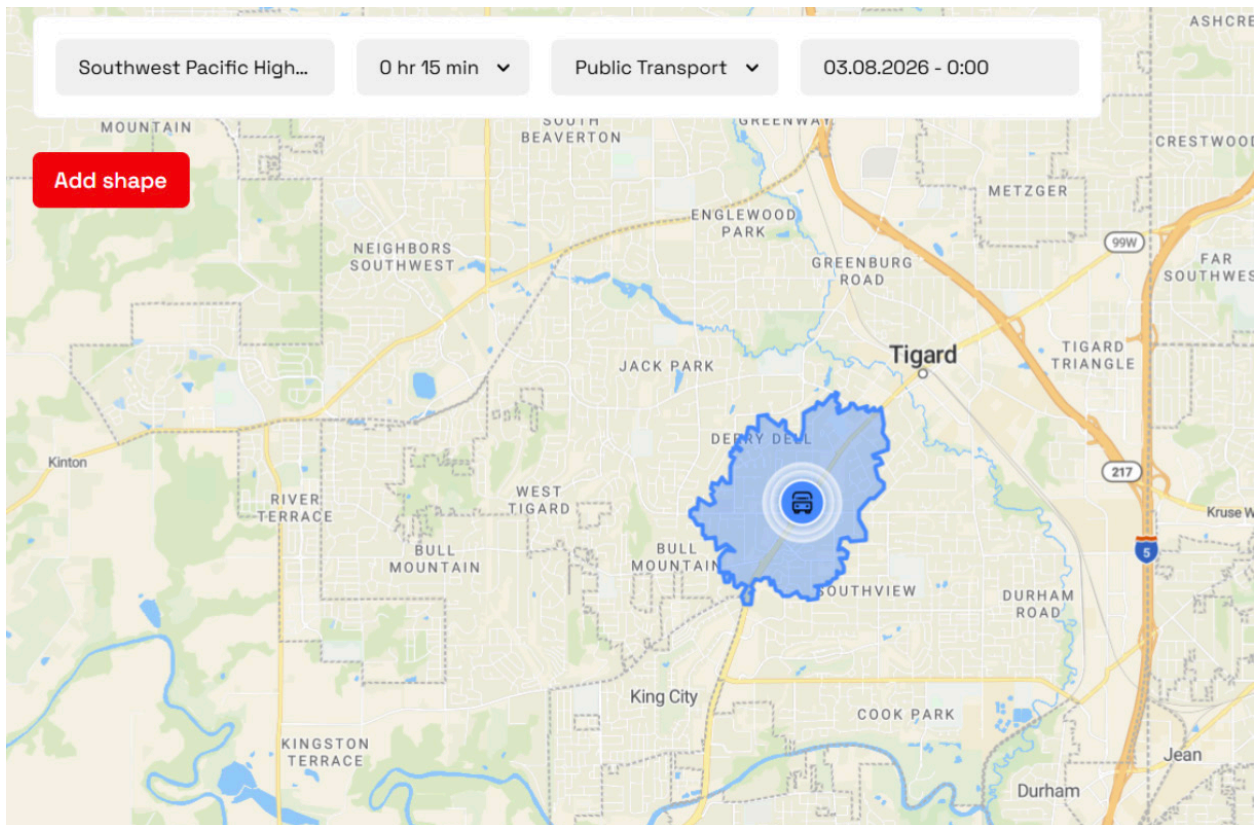


FIG. 41

Distance reachable by public transit.

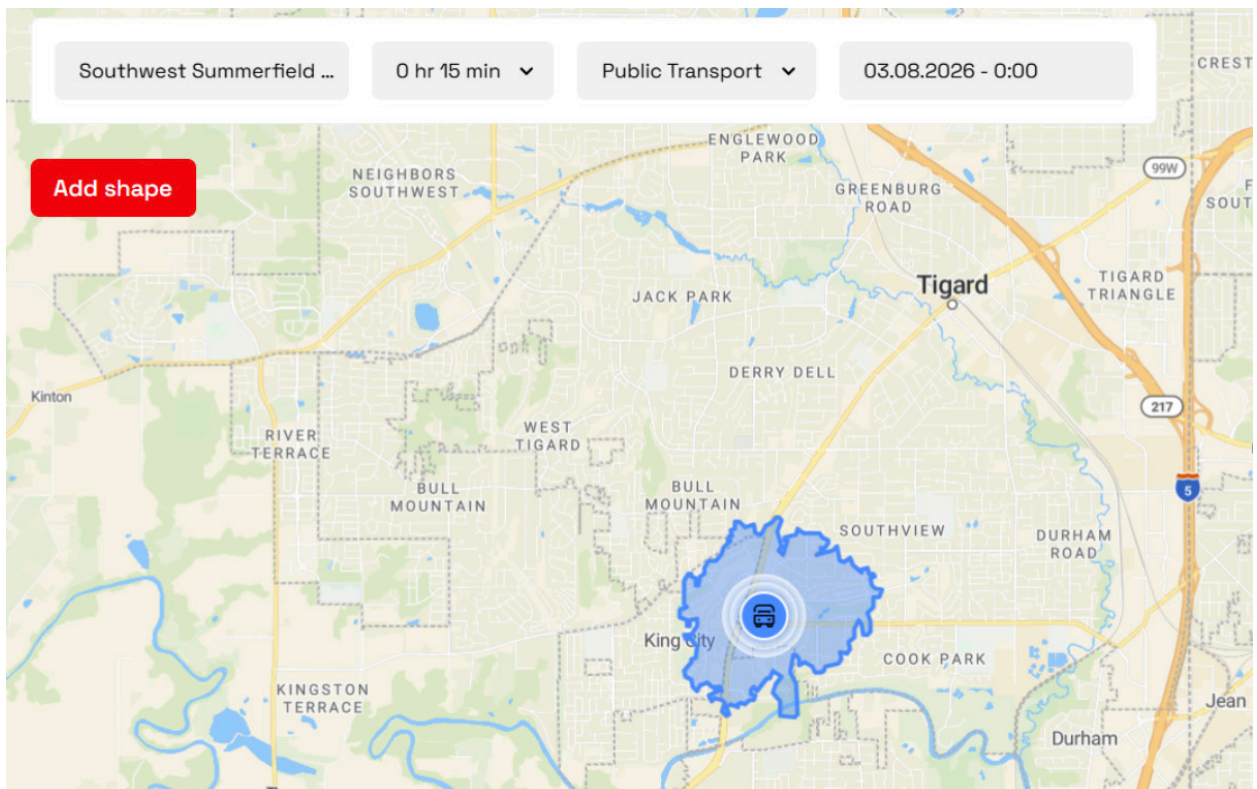
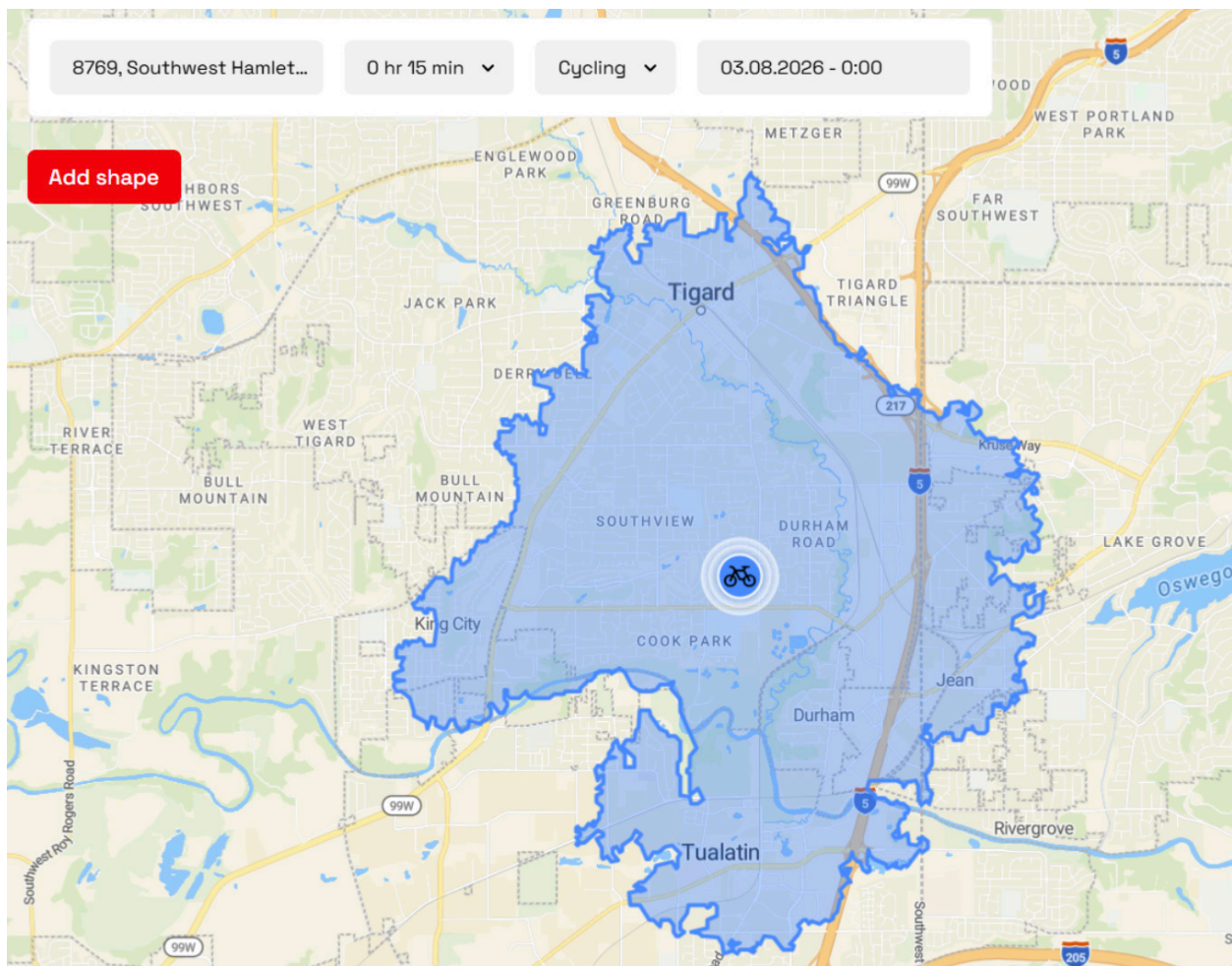


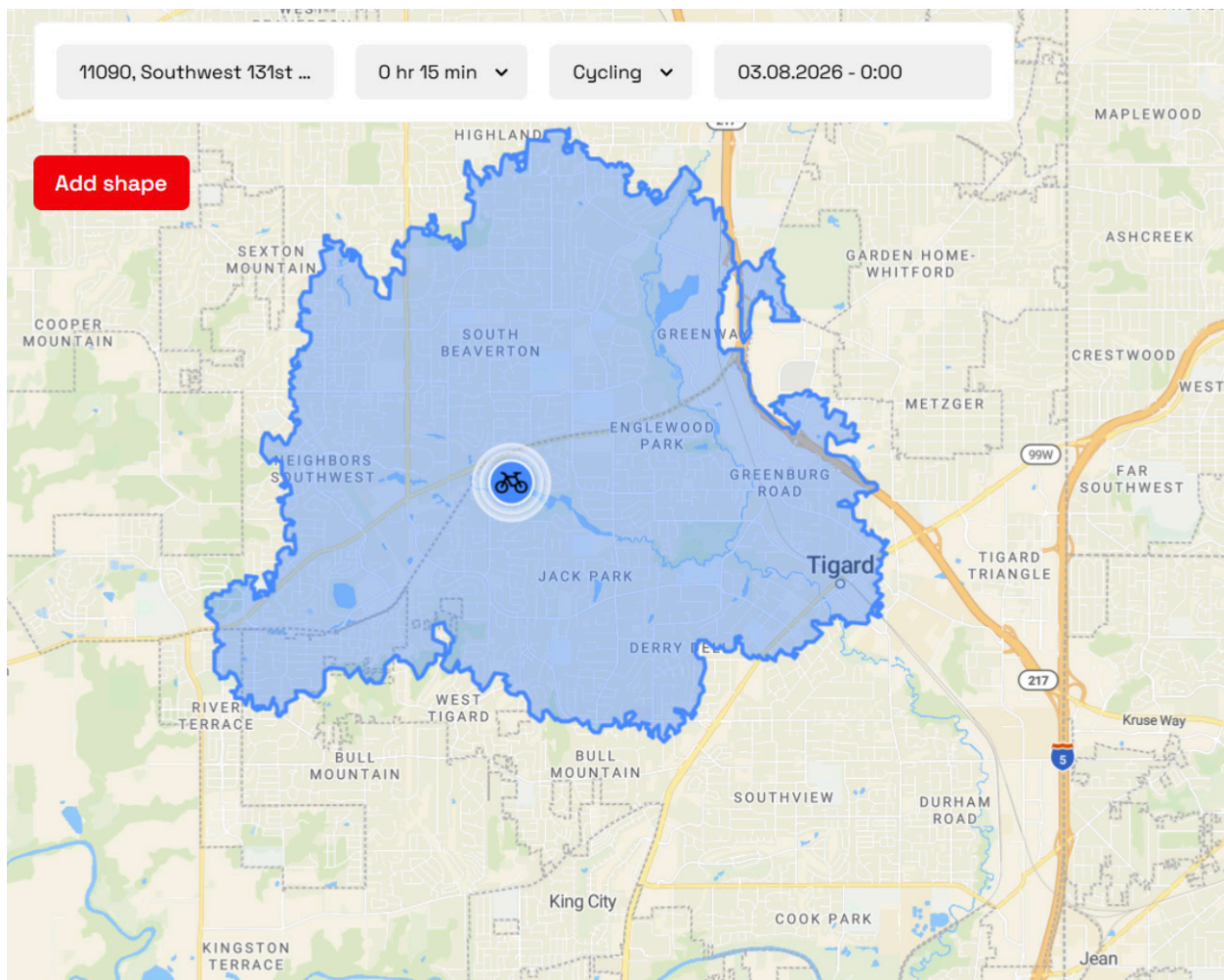
FIG. 42

Distance reachable by public transit.

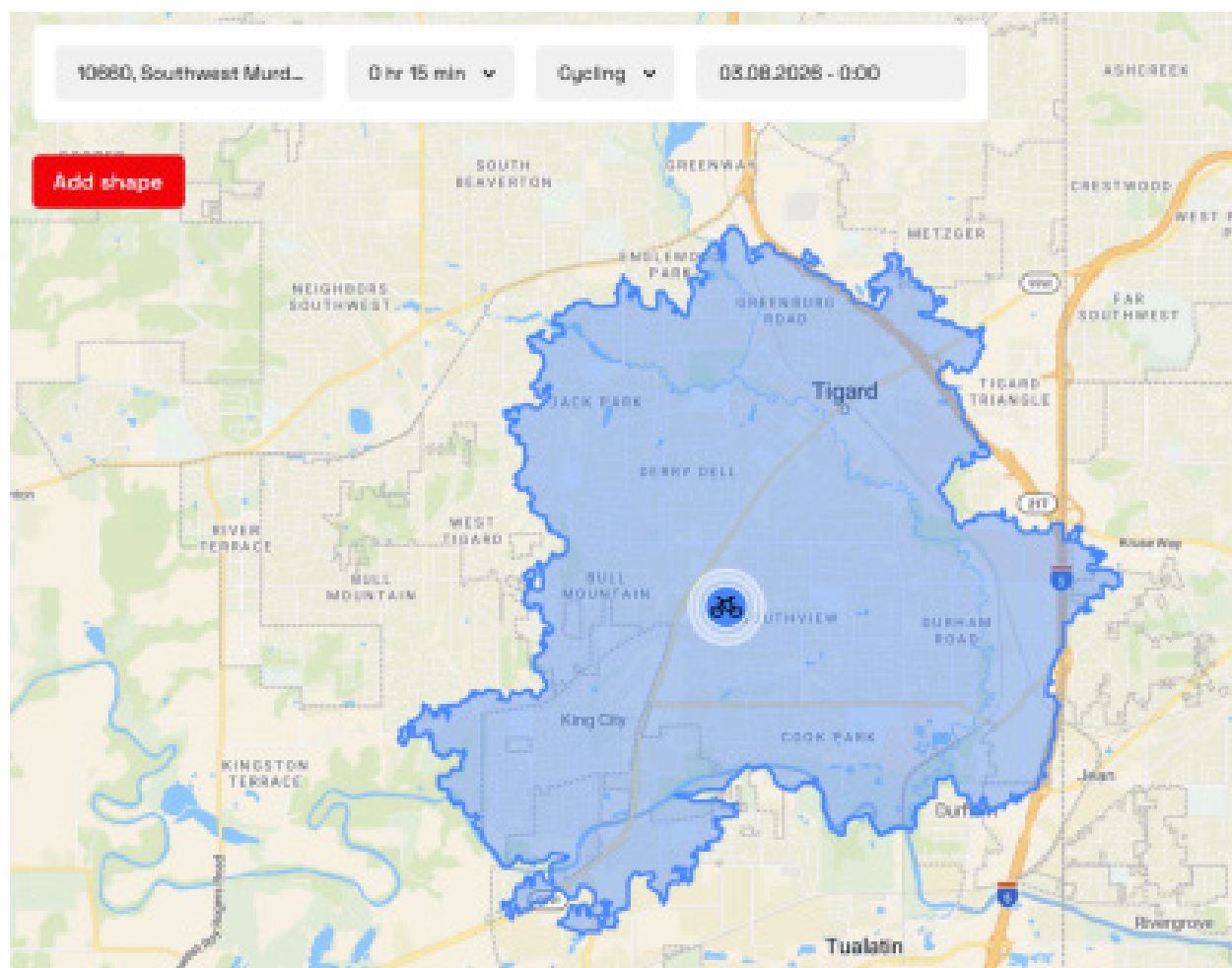
**FIG. 43**

Distance reachable by cycling within 15 minutes from populated areas.

Figure 40 identifies the location of bars in Tigard while figures 41, 42, and 43 demonstrate where residents can travel within a 15-minute public transit ride from three key locations in Tigard.

**FIG. 44**

Distance reachable by cycling within 15 minutes from populated areas.

**FIG. 45**

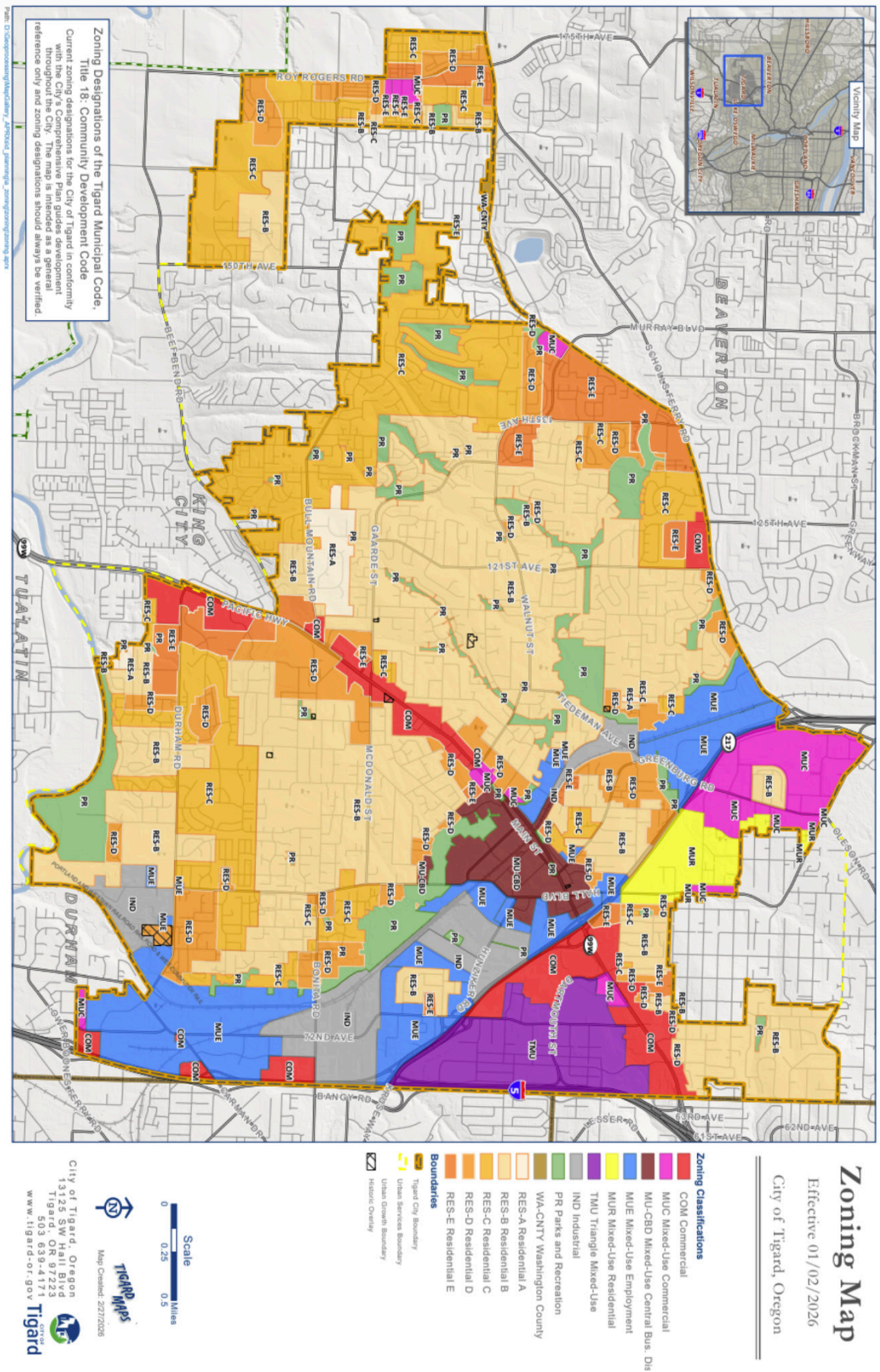
Distance reachable by cycling within 15 minutes from populated areas.

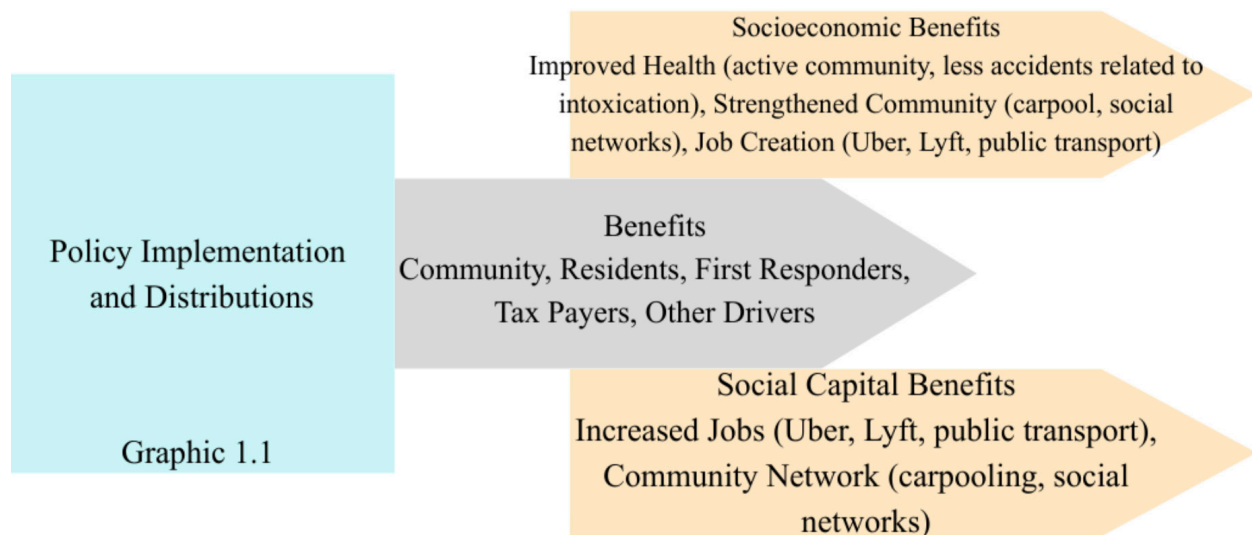
Figures 44, 45, and 46 showcase bicycle accessibility within Tigard. While the radius is promising, these figures do not show the lack of safe cycling infrastructure across Tigard. Additionally, the terrain, albeit difficult for some cyclists, was not considered in this analysis.

Social Implications

Creating parking maximums at bars in Tigard and implementing the Mileage Allowance Program would have multiple social implications including various benefits, socioeconomic effects, and capital implications.

If Tigard implemented parking maximums at bars, invested in the Mileage Allowance Program, and invested in sidewalk and biking infrastructure, people would be less reliant on personal vehicles and less likely to drive while intoxicated. This would benefit not only those who are walking, biking, or using public transport to get to bars, but it would also decrease strain on first responders who might have to respond to drunk driving instances, less strain on bars who could face repercussions for drunk drivers, and the City as a whole, who would experience lower numbers of intoxicated drivers leading to safer roads.



**FIG. 47**

Policy implications diagram.

Socioeconomic benefits from bar parking maximums and the Mileage Allowance Program include improved health, more active residents, fewer accidents related to intoxicated driving, strengthened sense of community, job creation from demand for rideshare services, and increased demand for public transportation.

A bike mileage program could also help increase equity for low-income households as it would allow them similar access to commuter compensation that households with car access have.

Funding & Governance Implications

Both the implementation of parking maximums at bars and a Mileage Allowance Program for the City of Tigard would require funding from various sources. However, these programs would need to be paired with improvements to the City of Tigard's active transportation network.

Sourcing funding and governance allowance for the policy recommendations wouldn't be difficult. If Tigard created a policy action and implementation plan and presented it to the state, they could secure grants. Since the parking maximums at bars are a relatively new concept, Tigard could also be paid by the state for targeted research, using their policy implementation as a new form of research and presenting it to the state, this would also make Tigard a leader in planning, which would allow them to get future grants and funding as well.

The City of Tigard could also implement tax increment financing that would fund the Mileage Allowance Program. Taxes on gas could also incentivize people to walk or bike, and the gas taxes could go back into the mileage program. To get these proposed policies passed, the City would need to work with residents to clearly state their goals and ensure that they align with the residents' needs. Creating zoning adjustments would also allow the City to implement these policies.

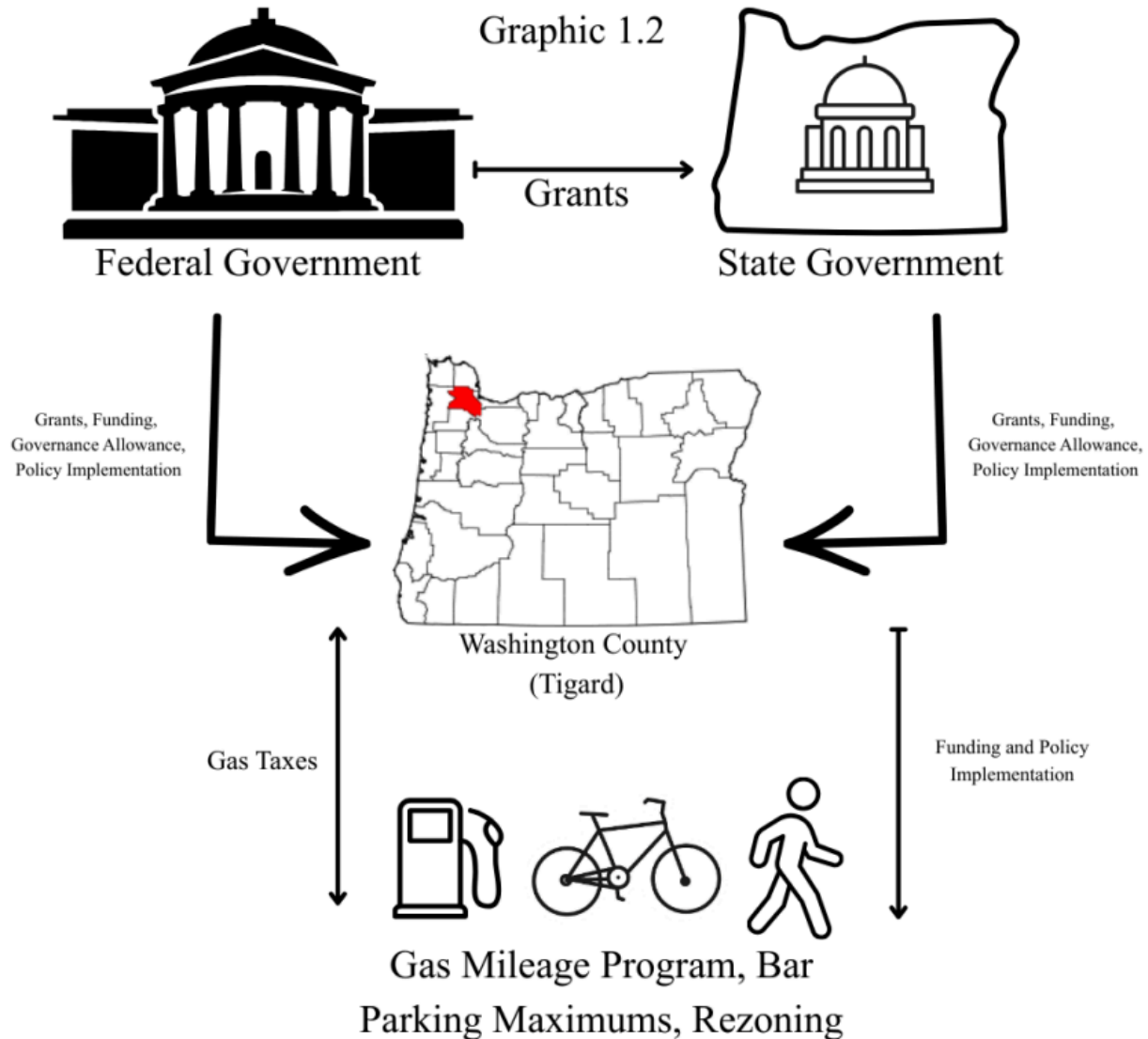


FIG. 48

Funding structure diagram.

IMPLEMENTATION STRATEGY**Advocacy Pathways****OAR 660-012**

The policy recommendation proposed regarding OAR 660-012-005 through 660-012-0445 is to create parking maximums at bars. The City of Tigard is considered a high-income area, as the area's income is higher than the median income in the United States.

Therefore, most residents are able to afford cars, further perpetuating a car-dominant society. Residents may be upset

as there will be fewer places to park, and they view cars as the most favorable method of travel.

Not only may residents push back to parking maximums, but there may also be pushback from business owners. Bar owners may be upset as people may be less inclined to give business if there is nowhere to park. There is also pushback from the transportation planners as they argue people may actually be more inclined to drive drunk. Citizens could be inclined to still drive but park on the street

and don't want to leave their car overnight in fear of receiving a ticket in the morning. On the other hand, this policy recommendation encourages public health as people will utilize other means of transportation to get to the bar, and there will ultimately be less traffic incidents.

Tigard's Safe Streets Action Plan

The policy recommendation regarding Tigard's Safe Streets Action Plan is to pay individuals who bike to work 15 cents per mile. As this policy aims to reduce traffic congestion and reduce emissions into the atmosphere, environmentalists would be in favor of this policy recommendation. This policy also is beneficial for public health as instead of driving, people are more incentivized to get physical exercise on their way to and from work.

Additionally, workers may be in favor of this policy, especially young professionals. However, there could be pushback from the City of Tigard due to costs and equity concerns. Some politicians argue that it is not fair to give only subsidies to cyclists. There may also be pushback from community members that do not support giving funds to cyclists. Tigard is car dominant, and the public attitude may not support this policy recommendation.

H.R.3684: Infrastructure Investment and Jobs Act (IIJA)

The policy recommendation regarding the IIJA is to reduce sprawl and allow re-zoning so businesses can be in more residential areas. This policy recommendation is overall cost effective, but there would be mixed opinions from both Democrats and Republicans. Some people may argue that creating a denser environment could increase traffic and ultimately congestion as there will be more incentive to travel to certain areas.

In addition to this policy recommendation, there needs to be increased public transportation to these areas, giving people an opportunity to utilize other methods of travel. There is also pushback from some individuals that do not support re-zoning laws and are in favor of sprawl. Politicians and community members that predominantly travel by car do not necessarily care about longer commute times and like living in neighborhoods that are less dense. This policy recommendation could be framed in a way that supports and aids small businesses and may help to encourage positive political support.

Administrative Steps

OAR 660-012

Although the policy recommendation for OAR 660-012-005 through 660-012-0445 has political controversies, the state of Oregon and the City of Tigard must act. Having an agreed upon consensus for bar parking maximums between the local and state governments can help build support. Implementing this policy recommendation in Tigard initially would help get the project rolling, and eventually all of Oregon could adopt this policy once the benefits are observed. The Tigard Transportation Advisory Committee (TTAC) needs to act, as well as the staff members in the transportation department.

Tigard's Safe Streets Action Plan

For the Tigard Safe Streets Action Plan policy recommendation, responsibility falls on council members and regional partners. Some desitnations that residents travel to are outside of Tigard city limits, so regional partners would also need to be involved to ensure that cyclists are reimbursed for travel outside of Tigard. Portland, Oregon may be a good regional partner to start with, as many people commute from Tigard to

Portland for work. The Tigard Safe Routes to School Program could also act to help encourage public support. This program is already centered around cycling, and the people that participate are in support of cycling.

H.R.3684: Infrastructure Investment and Jobs Act (IIJA)

Regarding the IIJA, the Tigard City Council would need to be in support and act on this policy recommendation. The Oregon Land Use Board of Appeals (LUBA) would also need to be involved. LUBA would be heavily involved in this policy recommendation as they are responsible for assessing land use decisions. Additionally, Schuyler would need to act as a senior planner in Tigard. As a staff member in the planning division, he can help build community and political support.

PHASING, POTENTIAL BARRIERS, MITIGATION STRATEGIES

OAR 660-012

The City of Tigard may run into some potential barriers regarding public discourse and mitigation. Recommendations for phasing and mitigation would be for the City to offer short-term incentives to those who are travelling to bars by walking, biking, or public transport.

The City could provide bars with a one-time grant, offering cheaper drinks as well as subsidized Uber or Lyft fees for those who do not drive their own cars to bars. The City could also implement maximum parking times on bar parking as well as street parking surrounding bars. This would push people to use public transport and/or bike or walk. Over time, people would become used to relying on public transport, walking, and biking, and the City could remove the grants for cheaper drinks. Public discourse regarding the gas tax could also be an issue.

Tigard's Safe Streets Action Plan

The City of Tigard would have to make it clear to residents that they can “earn” back the money they spent on the gas tax through the Mileage Allowance Program.

Concluding Statements

This analysis demonstrates that increasing walking, biking, and micromobility use in Tigard requires more than continued investment in infrastructure alone. While streetscape improvements and network expansion remain critical, the chapter shows that policies shaping travel behavior—such as parking controls, financial incentives, and land use reform—play an equally important role in achieving meaningful mode shift.

Current policies at the state and federal level provide strong frameworks and funding opportunities, but their effectiveness depends on local implementation choices that directly confront safety risks, convenience tradeoffs, and entrenched car dependence.

By advancing policy tools such as targeted parking maximums at high-risk destinations and a bicycle mileage allowance program, Tigard has an opportunity to become a leader in evidence-based active transportation policy. These strategies simultaneously

address road safety, public health, equity, and climate outcomes while offering politically scalable pilot opportunities. Ultimately, aligning active transportation policy with measurable behavioral outcomes—and not solely physical infrastructure—will be essential for creating safer streets, reducing disparities, and ensuring that walking and biking are viable, attractive options for everyday travel in Tigard.

Public Space

Public Space Overview

This group focuses on policies that consider streets as public spaces that shape social interaction, economic activity, and community life, emphasizing design and policy that support placemaking, comfort, and everyday use. Public space refers to the open and accessible land in a city and is closely tied to land use. This includes but is not limited to parks, roads, beaches, and trails (any places where people can loiter without paying!).

Public space is visible in Tigard throughout the City with its integrated pedestrian and transportation systems and mixed-use development combining housing and commercial space, leading to a more accessible, walkable city.

In January, the students in Professor Binder's transportation policy class participated in a site visit to Tigard. The visit began with an informative presentation on the transportation policy in Tigard, providing insight into how the City plans, funds, and manages its transport systems. Following the presentation, students went on a

tour of the City. This tour started on a community trail that led to a food truck park, highlighting Tigard's effort to connect public spaces through pedestrian infrastructure. After supporting the local food trucks at the park, students continued with a driving tour of the Tigard Triangle, allowing them to see firsthand the changes the City is making to focus on safe and accessible public transportation.

Policy Enhancements

The six policies were evaluated across six criteria: benefits, political viability, cost-effectiveness, scalability, public support, along with equity and justice. The two local policies, the Tigard Triangle Land Use and Zoning Reform and the Vertical Housing Development Zone, ranked the highest because Tigard has direct control over both, making them the two most actionable and immediately impactful.

The zoning reform requires no outside funding or market cooperation, while the VHDZ uses low-cost tax incentives to drive developer behavior. Both policies fell short on equity, however, as neither currently requires affordable housing as a condition of participation.

The FTA Section 5307 formula grants ranked third due to their funding reliability, but a key weakness is that Tigard has limited control over how those funds are allocated since priorities are set regionally by Metro. The Metropolitan Transportation Planning framework (23 U.S.C. § 134) supports regional coordination but is procedural in nature, meaning it does not directly produce infrastructure improvements on its own. Oregon's Accessibility Design Standards (ORS 390.182) scored moderately on equity and public support but are limited

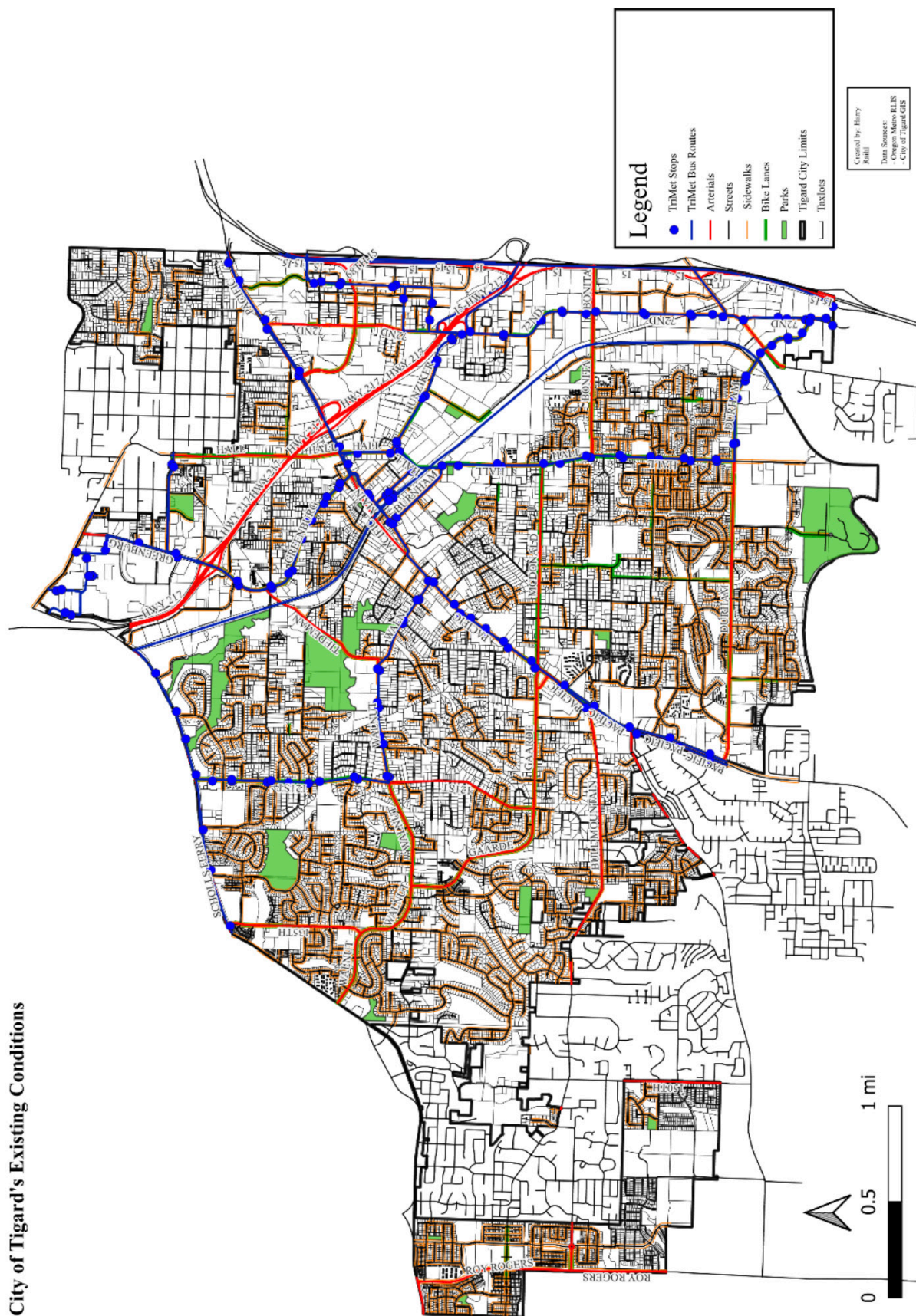
in scope to stage-managed recreation sites, reducing their usefulness for city-level projects. House Bill 3991 ranked last because it builds general statewide revenue without directing funds toward pedestrian, transit, or public space goals specifically.

Based on the evaluation, the top three policies selected for further analysis were the Tigard Triangle Land Use and Zoning Reform, the Vertical Housing Development Zone, and the FTA Section 5307 Urbanized Area Formula Grants.

Figure 50 is a map of Tigard that displays the current conditions in terms of infrastructure and existing parks. This map was created to give the reader an idea of what the City looks like in terms of infrastructure and to better understand the context of the student policy recommendations.

City of Tigard's Existing Conditions

FIG. 49
Tigard's existing conditions



Land Use & Zoning Policy Changes in the Tigard Triangle

The Tigard Triangle land use and zoning reforms represent a critical local/regional policy shift implemented by the City of Tigard through amendments to its Comprehensive Plan and Development Code, alongside the Tigard on the Move: Transportation System Plan (January 2022). Rather than relying solely on transportation investments, the City used zoning as the 4 primary mechanisms to guide redevelopment in the Triangle.

Through the creation of a special planning district (Chapter 18.660), the City upzoned the area to allow higher-density, mixed-use development and established regulatory standards to promote a compact, pedestrian-oriented urban form. The overarching purpose of the planning district is to “implement the Tigard Triangle Plan by promoting a compact, pedestrian-oriented, mixed-use district with an interconnected street network” (City of Tigard Development Code Chapter 18.530).

Off-street parking requirements were modified to reduce minimum ratios, allow shared parking, support structured parking, and provide flexibility for mixed-use projects. Block size and connectivity standards (Chapter 18.530) established maximum block perimeters and required new public and private streets, as well as pedestrian and bicycle connections through large redevelopment parcels. These standards ensure walkability and enhance multimodal circulation throughout the district.

IMPACT & SPECIFIC IMPROVEMENTS PROPOSAL

Building on the top three ranked policies, Tigard could adopt a Transit-Linked Affordability Bonus within the Tigard Triangle Planning District. Rather than creating a broad new overlay, the City

could amend Chapter 18.660 to require that any project receiving VHDZ tax abatements within one half mile of high frequency transit include at least 15 to 20 percent of units at below 80 percent Area Median Income. In exchange, developers would receive a modest additional height bonus of one story, expedited design review, and further reductions in parking minimums beyond what is currently allowed. This improvement would directly tie the success of the Tigard Triangle land use reforms and the Vertical Housing Development Zone incentives to long term affordability outcomes. By narrowing the requirement geographically to transit-served parcels, the policy would remain politically feasible while ensuring that public tax expenditures through the VHDZ program generate stronger equity returns.

This policy can additionally be reframed as a targeted “transit and affordability alignment strategy” that more clearly links Tigard Triangle zoning reforms with measurable community outcomes. Rather than positioning the affordability requirement as an added condition, it should be structured as a predictable incentive package that integrates the Vertical Housing Development Zone with transit access, streamlined approvals, and flexible design standards. Clarifying thresholds, such as unit mix, affordability duration, and administrative timelines,

would improve developer certainty and political viability. Aligning the program language with adopted goals in the Tigard Triangle Plan and the Tigard on the Move Transportation System Plan would also reinforce that compact growth, reduced car dependence, and housing affordability are mutually reinforcing priorities rather than competing goals.

CROSS-SECTOR & COMMUNITY IMPACTS

Across sectors, this approach strengthens coordination between housing, transportation, and economic development by focusing on growth in areas already served by high frequency transit and planned infrastructure investments. Spatially, the policy concentrates benefits within a half mile of transit corridors in the Triangle, shaping a more walkable and connected district while maximizing the return on public investments in streets, sidewalks, and transit service.

This 5-targeted geography helps ensure that new mixed-use development contributes to an interconnected urban form while improving access to jobs and services. Socially, the affordability requirement expands access to transit rich neighborhoods for lower and moderate-income households, supporting more equitable access to opportunity and reducing transportation cost burdens. By pairing affordability with reduced parking and enhanced mobility options, the policy also better serves households less reliant on private vehicles, including younger residents, seniors, and service workers.

FUNDING & GOVERNANCE IMPLICATIONS

From a funding and governance perspective, the proposal builds on existing tools rather than requiring entirely new revenue sources, which improves feasibility. The Vertical Housing Development Zone tax abatement serves as the primary financial lever, complemented by regulatory incentives such as height bonuses and expedited review. Implementation would require coordination between the City of Tigard, regional transit providers, and development stakeholders to check compliance and outcomes. Clear administrative processes, transparent reporting, and periodic evaluation would be essential to ensure that public investments are delivering long-term affordability and community benefits.

Vertical Housing Development Zone (VHDZ)

The Vertical Housing Development Zone policy (VHDZ) is a local policy adopted by the City of Tigard to promote multi-story, mixed-use development in targeted areas of the City. The goal of the VHDZ is to encourage vertical growth that integrates residential and commercial use, supporting walkability and land use efficiency in the key redevelopment zones of Main and Dartmouth Streets. These areas were selected because of their strategic position within the City, along with their potential to support high density transit accessible development.

The VHDZ policy provides financial incentives of 20 percent per floor to encourage mixed-use development vertically, allowing more land to be used for community space throughout the City. The City provides a partial property tax exemption of 20 percent per floor, up to 4 floors, for qualifying development. This exemption applies to new construction on the first four floors of residential development built above a non-residential ground floor. Importantly, developments that include low-income residential units are eligible for additional incentives providing tax abatements for the land the housing resides.

To qualify for the VHDZ program, the project must be entirely located within a Vertical Housing Development Zone and must be a multi-story building used for residential and non-residential uses.

IMPACT & SPECIFIC IMPROVEMENT PROPOSAL

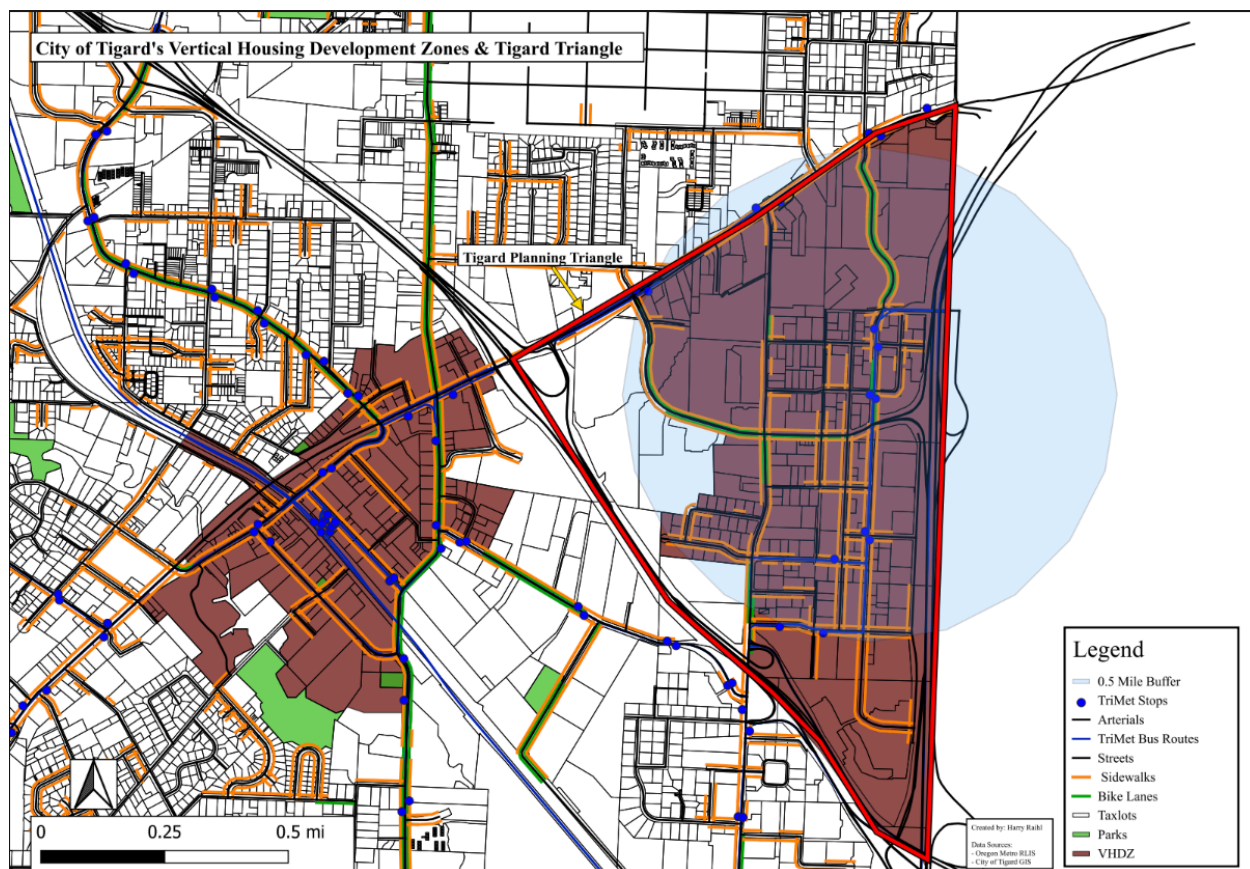
By reducing the tax burden during the critical early years of development, the City increases the feasibility of higher-density projects that might otherwise not be accessible. This layered incentive structure encourages both mixed-use development and the inclusion of

affordable housing within the City. These tax abatements complement zoning reform following land use guidance in the City.

To improve the effectiveness of the VHDZ, Tigard could implement expedited permitting to reduce delays and increase developer participation. The VHDZ also lacks implementation feasibility and would benefit from some simplifications. Tigard could introduce expedited permitting with clear timelines, reducing uncertainty and development delays. Improving coordination between city departments like the planning, housing, and transportation departments would ensure consistent and efficient review of development projects.

The City could also clarify the VHDZ eligibility requirements and reduce the complexity allowing developers to take advantage of the incentives. Providing staff support or a program manager dedicated to the VHDZ policy would improve guidance and implementation.

Tigard could also reduce parking minimums in transit accessible areas to lower construction costs and support better walkability of the City through mixed use development. The City could

**FIG. 50**

Tigard's vertical housing development zones

strengthen the incentives for affordable housing development by offering further tax abatements for low-income housing. Lastly, Tigard could use the VHDZ policy throughout the City, not just on Main and Dartmouth. This would promote equitable development in the City.

for people earning 80% or lower AMI. Policy #2 suggests development in the Vertical Housing Development Zones (see in Auburn) should also receive expedited permitting, lower parking minimums, an additional allotted story, and up to 20% in tax exemptions to encourage compliance.

This map represents recommendations for policies #1 & #2. See the Tigard Triangle Planning District outlined in red, development within this sector. See the blue buffer for a 0.5-mile radius around transit stops. If within 0.5-mile radius of rapid transit stops, development should reserve 15-20% of units to be affordable

Accessibility Design Standards for Recreational Projects

ORS 390.182 directs the Oregon State Parks and Recreation Department (OPRD) to establish statewide recommended design standards for all state recreation projects. These standards apply to the design of trails, docks, access points for public recreation facilities, and other public spaces. These standards are intended to ensure accessibility for all people across all mobility levels.

The statute particularly requires OPRD to apply these accessibility standards to all future department recreation projects, to establish a consistent baseline for universal access to Oregon's public outdoor spaces.

Although the policy focuses on recreation, it is highly relevant to community mobility. Access routes for trails and parks frequently serve as functional pedestrian connectors between neighborhoods, schools, greenways, and other key destinations. In this way, ORS 390.182 helps strengthen statewide walkability, by offering local jurisdictions with a set of design guidelines to follow.

IMPACT & SPECIFIC IMPROVEMENTS PROPOSAL

ORS 390.182 establishes a strong statewide accessibility framework, but its local impact depends on intentional alignment by cities like Tigard. To strengthen its effectiveness, Tigard could formally use OPRD's accessibility standards in city-led parks, trails, and greenway projects. This would allow the City of Tigard to leverage and established, politically vetted design framework without having to create new local regulations.

Reforming the policy as a mobility and connectivity strategy, rather than solely an accessibility mandate, would also

improve political viability. Accessible trails and park routes can be positioned as an everyday pedestrian infrastructure that supports Tigard's Transportation System Plan goals related to walkability, safety and first/last mile connectivity. Aligning city projects with OPRD standards would also improve readiness for state and regional funding opportunities, further incentivizing the adoption of these design principles.

CROSS-SECTOR & COMMUNITY IMPACTS

By implementing universal design principles into recreation infrastructure, ORS 390.182 advances goals across transportation, public health, and equity. Accessible trails and access routes reduce barriers for people with disabilities, older adults, and families with strollers, while also creating safer, more intuitive environments for all users. Additionally, these facilities often function as safer alternatives to roadway sidewalks, reinforcing multimodal mobility, and supporting healthier communities.

SPATIAL & SOCIAL IMPLICATIONS

The benefits of aligning with ORS 390.182 are most prominent along trail corridors and park access points that connect residential neighborhoods to schools, public spaces, and commercial areas. In Tigard, accessible shared-use paths can improve equity in areas with limited

City of Tigard's Area for Infrastructure Improvements

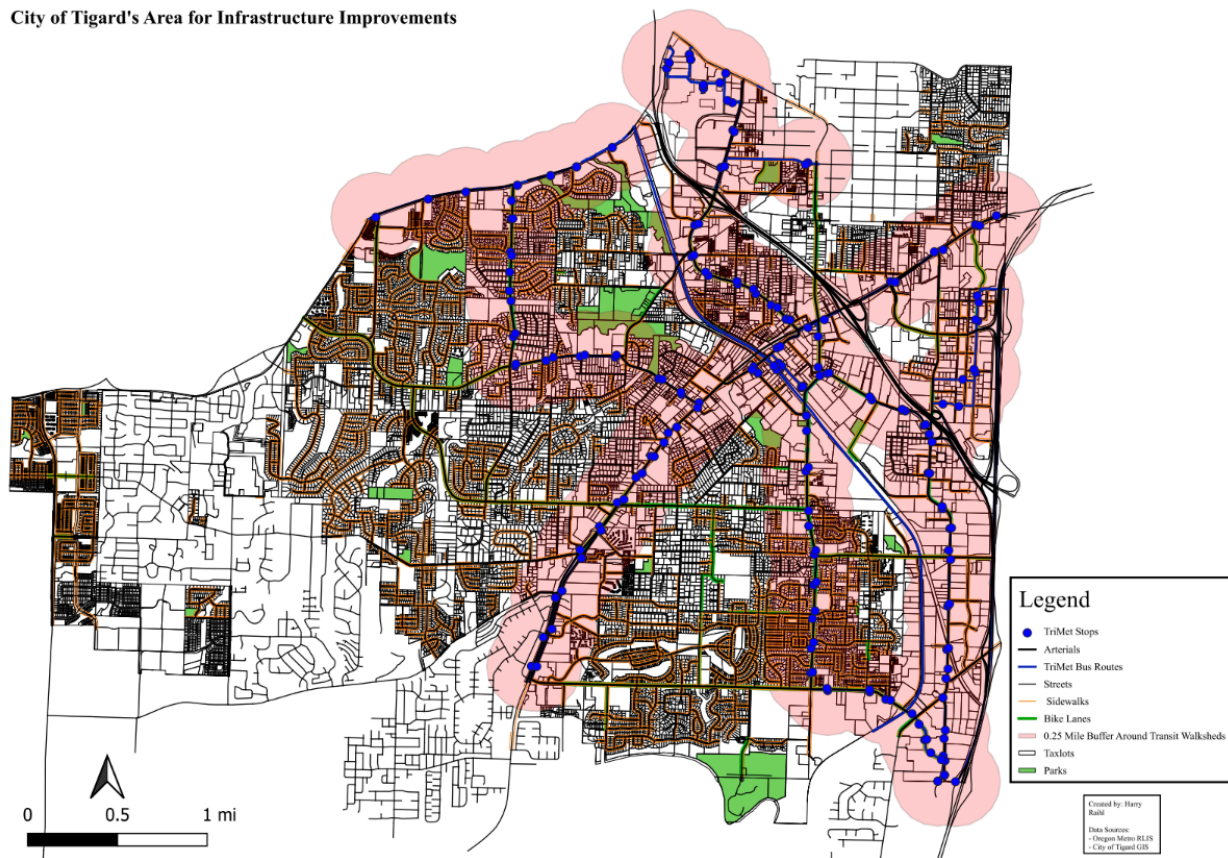


FIG. 51

Areas for infrastructure improvements

sidewalk coverage while strengthening the role of parks and trails as everyday connectors. Socially, the policy supports inclusive public spaces by ensuring that access is consistent, predictable, and universally integrated rather than treated as specialized accommodation.

FUNDING & GOVERNANCE IMPLICATIONS

While ORS 390.182 does not provide direct funding, it creates a strong institutional incentive by linking federal ADA regulations and statewide design standards. For Tigard, aligning with OPRD standards can improve competitiveness for federal, state, and regional grants without significant new costs. Implementation would primarily involve coordination between Parks, Transportation, and Engineering staff to ensure accessible recreation routes

connect to the broader pedestrian network, making this approach both economically and administratively feasible.

The map below displays the expansion written for policy #3: Urbanized Area Formula Grants to be used for infrastructure improvements with 0.25 miles of transit walksheds. The exact dimensions of the buffers are subject to change, depending on the City's aggressiveness; however, on the map the buffers are 0.25 miles in diameter to encompass a generous amount of land surrounding transit stops. It should also be noted that these buffers leave the western part of Tigard largely untouched; potential action could be taken to encourage infrastructure improvements in that area of Tigard as well.

Implementation Strategy

LAND USE & ZONING POLICY CHANGES IN THE TIGARD TRIANGLE

Advocacy Pathways

Tigard has specifically outlined this section of land to be up-zoned; policy improvement follows that direction and introduces a new line of equity, too. This policy could use the same minutia that allowed the comprehensive plan to be amended in the first place, while also describing how this new policy advocates for more affordability in this planning district. This framework should include how this would increase ridership of TriMet lines, bringing in more fares and decreasing car ridership. Depending on the audience, this then could also bring in discussion about decreased emissions or less congestion on arterials and freeways.

Administrative Steps

This policy requires cooperation between many parts of city governance: both city and transportation planners, as well as the developers in question. City council would also be involved in allowing this policy to be passed and to use different financial levers to incentivize compliance with developers.

- **City & Transportation Planners** will need to coordinate outlining TriMet stops to create buffers around them. While the original recommendation calls for any transit stop within a half mile radius of development to be the center of this buffer, depending on the political feasibility, this could be scaled down.
- **Developers** would need to subscribe to the planning goals of Tigard within their Triangle Planning District. There may be some discussion about the carrot at the end of the stick.

- **City Council** should take action to resolve any conflict that may arise between developers and planners, as well as work to make decisions official.

Phasing

- Short term (1-2 Years)
 - Introduce tax abatements and other design standard exemptions for developers to take advantage of new development.
- Long Term (3+ years)
 - Allow developers to retrofit existing development to abide by new policy standards.
 - Work with TriMet to upscale their transit stops in question; ensure they are suitable to host increased ridership.

Potential Barriers and Mitigation Strategies

Pushback from Developers

The idea of affordable housing for private developers at face value may appear to reduce profits. They may not be enticed by the financial levers, and stigma against affordable housing remains prevalent. Discussion around what can be used to gather support from developers would be required.

Pushback from the Community

Many people will rail against any affordable housing being built within their neighborhoods, let alone their apartment complex. There would need to be proper discussion within affected communities and a clear outline of benefits.

VERTICAL HOUSING DEVELOPMENT ZONE

Advocacy Pathways

As this policy compliments policy 1, it would be ideal for them to be introduced as a package. The City should maintain focus on the ideals of the Triangle Planning District being introduced: increased density, potential for higher transit connectivity, and equitable solutions for an area in need. This policy touches on all these ideals, therefore it too could benefit from the same minutia that allowed the planning district to be introduced in the first place. There should also be a focus on the financial benefits for developers who cooperate, ensuring they understand how their individual operations will see improvement if they comply.

Administrative Steps

This policy requires strong cooperation with the City Council and developers.

- **City Council** must first agree with the actions being taken, then must also view the benefits gained from this policy implementation as beneficial enough to allow for the tax abatements, expedited reviews and tailoring to design requirements.
- **Private Developers** should also be included in the conversation as they were in the establishment of the Triangle Planning District itself. Their cooperation is key to allowing the goals of the policy to come to fruition.

Phasing

- **Short Term (1-2 years)**
 - Provide immediate benefits for developers who comply, including the tax abatements, expedited review and the reduced parking minimums.

- **Long Term (3+ years)**
 - Ensure future policy that affects this region doesn't compromise the affordability of the units in question.

Potential Barriers and Mitigation Strategies

Pushback from Developers

As stated in the potential barriers for policy 1, there may be pushback from developers even if with incentives in place. It's important to maintain an open flow of communication between all affected parties while introducing the necessary framework to get the policy established.

Pushback from City Council

This policy needs to be framed in such a way so that the City council understands the benefits are worth more than the money waived in tax abatements, as well as the benefits from developments being exempted from city standards.

ACCESSIBILITY DESIGN STANDARDS FOR RECREATIONAL PROJECTS: ORS 390.182

Advocacy Pathways

Because ORS 390.182 is already state law, the political pathway is relatively low risk. Rather than advocating legislative change, Tigard can focus on advancing the policy through local implementation with OPRD's accessibility design principles. Framing this improvement as consistency with state and federal ADA requirements, rather than as a new local mandate, reduces political resistance. Advocacy is most effective when the policy is positioned as supporting widely accepted goals, such as walkability, safe access to parks, and inclusive public spaces, which also align with the City of Tigard's Transportation System Plan (TSP) and planning efforts.

Administrative Steps

The implementation of this policy mainly requires staff-level action.

- **Parks and Recreation and Public Works Staff** incorporate OPRD accessibility standards into park, trail, and greenway design guidelines.
- **Transportation and Engineering Staff** would coordinate to ensure accessible recreation routes connect to sidewalks, crossings, and shared-use paths.
- **City Council** involvement could be limited to a resolution or policy direction affirming alignment with state accessibility standards, if needed.
- **Regional Partners including OPRD and Metro** would serve as technical and funding collaborators rather than regulators.

Phasing

- Short Term (1-2 years)
 - Reference to OPRD accessibility design standards in city-led recreation and trail projects.
 - Use the standards for new projects and major modifications to existing infrastructure if necessary.
- Long Term (3+ years)
 - Systematically upgrade older park access points and trail segments as necessary.
 - Normalize accessibility of recreation corridors as part of Tigard's pedestrian and bicycle network, rather than implementing them as standalone amenities.

Potential Barriers and Mitigation Strategies

Increased Upfront Design or Construction Costs

- Mitigation: apply standards incrementally and prioritize upgrades during scheduled capital projects or improvements to avoid standalone retrofit costs.

Perception that accessibility applies only to recreational users

- Mitigation: emphasize that accessible trails function as everyday mobility routes that benefit all users, not just people with disabilities.

Coordination challenges

- Mitigation: Use existing transportation and parks to review processes to integrate accessibility standards rather than creating new workflows, especially when collaborating with other departments or partners.

Concluding Statements

Overall, Tigard's transportation strategy reflects a shift toward multimodal, place-based planning that integrates land use, public space, and transit investment. Through its Transportation System 13 Plan, Tigard Triangle zoning reforms, Vertical Housing Development Zone (VHDZ) incentives, state accessibility standards, and alignment with state and federal funding frameworks, the City is building a foundation for more walkable, transit-supportive, and connected neighborhoods.

The strongest policies reshape development patterns and embed pedestrian infrastructure within growth areas, though tradeoffs remain around political feasibility, market dependence, and housing affordability.

Building on the top three ranked policies, Tigard could strengthen equity outcomes by more directly linking transit investment and development incentives to affordability. One option would be a transit-linked affordability bonus within the Tigard Triangle Planning District. Rather than creating a new overlay, the City could amend Chapter 18.660 to require projects receiving VHDZ tax abatements within one-half mile of high-frequency transit to include 15–20 percent of units affordable to households earning below 80 percent of Area Median Income. In exchange, developers could receive a one-story height bonus, expedited design review, and additional reductions in parking minimums. Limiting the requirement to transit-served parcels would help maintain political feasibility while ensuring public tax incentives produce stronger equity outcomes.

Tigard could also implement a transit access improvement requirement for redevelopment benefiting from federal transit investments supported through Urbanized Area Formula Grants. Projects

within a defined transit walkshed could be required to construct or fund frontage improvements such as ADA-compliant sidewalks, marked crossings, lighting, and street trees that meet local accessibility standards. Coordinating these requirements during the project scoping process under 23 U.S. Code § 134 would help ensure pedestrian improvements are incorporated early in regional Transportation Improvement Program discussions.

Tigard's role would be proactive but targeted. The City controls zoning amendments, design standards, and development review, giving it authority to implement affordability thresholds, parking reforms, and frontage requirements. While Tigard does not control federal funding allocation, it can shape project proposals before they enter Metro's planning pipeline. Pairing local policy changes with regional funding discussions would strengthen Tigard's negotiating position while maintaining alignment with state and federal frameworks. This approach builds on existing policies, making the improvements incremental and administratively feasible.

Safety

Safety Overview

This group focused on policies that focus on reducing traffic deaths and serious injuries through street design, speed management, and policy frameworks like Vision Zero that prioritize human life over vehicular throughout. Improving transportation safety has become a major priority for cities across the United States as communities work to reduce traffic-related injuries and deaths.

The City of Tigard, Oregon, has adopted a Safe System approach through its Safe Streets Action Plan, which focuses on preventing serious crashes by designing transportation systems that account for human error and reduce the severity of crashes when they occur. A central goal of Tigard's transportation policy framework is to eliminate traffic deaths while improving safety for all users, including pedestrians, bicyclists, transit riders, and drivers (City of Tigard, 2025). Achieving these goals requires coordination across multiple levels of government, since transportation policy is shaped by federal funding programs, state legislation, and local planning frameworks.

Throughout this project, several transportation-related policies were analyzed and evaluated based on their effectiveness, feasibility, and alignment with Tigard's transportation safety goals. From this analysis, three policies emerged as particularly important for

improving safety outcomes in the City, the 20 is Plenty residential speed reduction policy, the Safe Routes to School federal program, and Tigard's Complete Streets Policy. While these policies each contribute to improving transportation safety, they also have limitations related to enforcement, geographic scope, or implementation consistency. This proposal builds on the earlier evaluation by identifying ways Tigard can strategically enhance these policies to better align with the City's Safe System framework and Vision Zero goals.

By strengthening implementation strategies, expanding program reach, and improving coordination with regional partners such as Washington County, these policies can more effectively reduce crash risk and create safer transportation networks for all residents.

20 is Plenty

The 20 is Plenty policy reduces residential speed limits from 25 miles per hour to 20 miles per hour. In the original policy evaluation, this policy performed strongly in terms of overall benefits, cost-effectiveness, and scalability. Lowering residential speed limits directly supports the Safe System approach because vehicle speed is one of the most significant factors affecting crash severity.

Research consistently shows that pedestrians are far more likely to survive crashes at lower speeds, making speed management a core component of traffic safety strategies. Because the policy primarily involves regulatory changes and signage updates, it can be implemented at relatively low cost compared to large infrastructure projects. Additionally, it can be applied across the entire residential street network, meaning that its potential impact extends throughout the City rather than being limited to a single corridor or neighborhood.

Despite these advantages, the policy also has several weaknesses. The most significant limitation is driver compliance. Lowering the posted speed limit does not automatically lead to slower driving behavior, particularly if the physical design of the street still encourages higher speeds. Without effective enforcement or street design changes, the policy risks becoming symbolic rather than producing meaningful safety improvements.

Some drivers may also view the increased enforcement as harsh, which could create political resistance if the policy is not clearly framed as a community safety measure. Roles such as the evening traffic safety officer position, focused on preventing intoxicated individuals from speeding, driving impaired or while

distracted should work closely with and be well known by the community to pinpoint problem areas for the betterment of Tigard and to encourage adherence to policies like 20 is Plenty.

POLICY IMPROVEMENTS

To strengthen the effectiveness of the 20 is Plenty policy, Tigard should integrate the speed reduction policy with physical traffic calming measures. Instead of relying only on posted speed limits, the City could install speed cushions, curb extensions, and narrowed travel lanes in residential areas where speeding is most common.

These design changes help enforce slower speeds by physically encouraging drivers to reduce speed rather than relying solely on enforcement. In addition, Tigard City Council should implement speed check systems and monitoring cameras in a greater quantity of residential districts. This can be funded through the City of Tigard's grants and assistance programs to reach new, innovative goals to enhance the overall safety of streets, drivers and pedestrians throughout Tigard.

Tigard could also align the policy with the City's High-Risk Network, which identifies areas where severe crashes are most likely to occur. Prioritizing speed management improvements in these areas would ensure that resources are directed toward

neighborhoods with the greatest safety risks and most vulnerable populations. The Safe Streets Action Plan emphasizes the importance of proactive safety interventions in high-risk areas rather than waiting for serious crashes to occur (City of Tigard, 2025). Targeting these locations would allow Tigard to maximize the impact of the policy while supporting the City's broader "Vision Zero" strategy.

Social Implications

Public education is another key component of improving compliance. Tigard could launch a public information campaign explaining how lower speeds reduce fatal crash risk and improve neighborhood safety. By sharing this local crash data and emphasizing community safety, this could help build public support and reduce resistance to the policy. Finally, Tigard could work with Washington County and other regional partners to coordinate enforcement strategies and pursue grant funding for speed safety technology such as holding community events. A relevant example of

a current grant program is the Community Events Grant.

The main goal of this is to host community events and allow residents to connect with each other. As a result, this can lead to greater community involvement in addressing policies: "20 is Plenty", Safe Routes to School and Complete Streets. A significant factor in changes that are made by the City is due to parents, school districts, staff, and residents that are connected and dedicated to making sufficient change. By combining regulation, engineering, education and community engagement, the 20 is Plenty policy can become a more effective tool for improving safety on residential streets.

Safe Routes to School

The Safe Routes to School (SRTS) program is a federal initiative designed to improve safety for children traveling to and from school. The program provides funding for infrastructure improvements such as sidewalks, crosswalks, bike lanes, and traffic calming measures near schools.

In the original evaluation, Safe Routes to School scored highly in terms of political viability, public support, and equity. Projects that protect children tend to receive strong community support, and the availability of federal and state funding makes these improvements more financially feasible for local governments.

SPATIAL IMPLICATIONS

This program, however, has many limitations as events to advocate for Safe Routes to School have temporary, short-term impacts on the City. One major weakness is its limited geographic range, as many Safe Routes to School projects focus primarily on the streets directly adjacent to schools. While these improvements can significantly increase safety in the immediate area, they often do not address the broader network of routes that students use when walking or biking to school from their home. As a result, safety improvements may stop at the school boundary even though students continue traveling through potentially unsafe areas. Another limitation of Safe Routes to School is that Tigard's efforts tend to have temporary impacts.

POLICY IMPROVEMENTS

To improve the effectiveness of the program, Tigard could expand Safe Routes to School planning beyond individual school zones and instead treat the program as a network-based strategy. Rather than focusing only on the streets immediately surrounding schools, the City could identify the primary routes students use within a half mile or one-mile radius of each school using a comparison matrix to identify which schools serve students from which neighborhoods and what routes exist between them. Survey data could then be used to deduce what modes of travel students use to get from their neighborhood to their school.

Improving these corridors would create a more continuous and safer network for students traveling by foot or bicycle. School zones also provide an opportunity for Tigard to pilot new Safe System Street designs. Features such as raised crosswalks, protected bike lanes, and curb extensions could be tested near schools before being implemented more widely throughout the City. Because school safety improvements often receive strong public support, these areas can serve as demonstration sites for larger transportation safety initiatives.

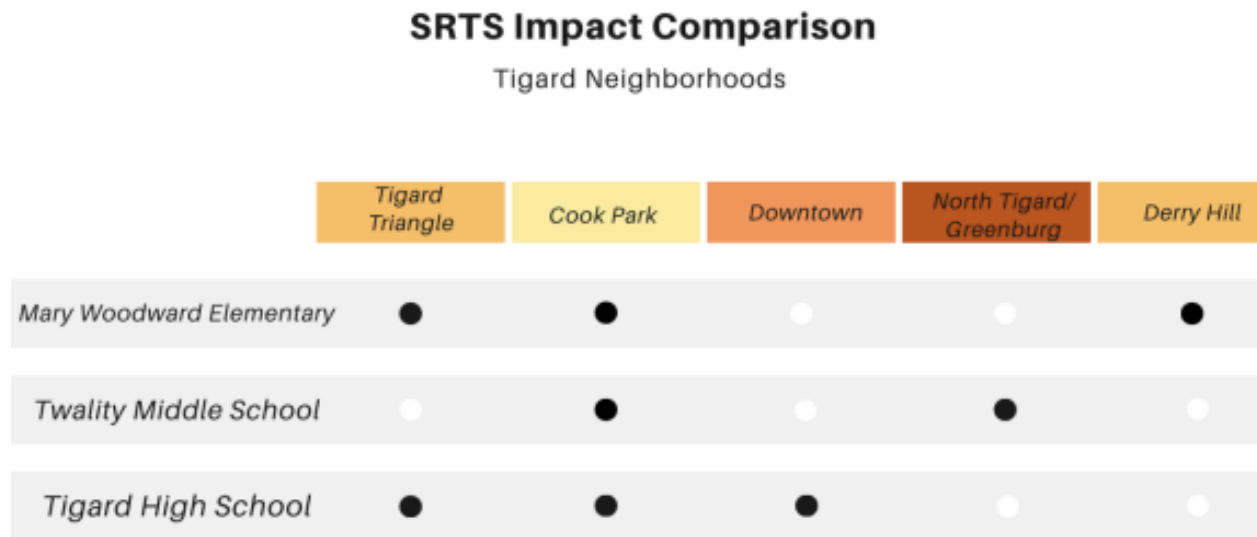


FIG. 52
SRTS impact comparison

Another enhancement involves prioritizing schools located in transportation-disadvantaged communities. Students in lower-income neighborhoods are more likely to rely on walking, biking, or transit for transportation. By prioritizing investments in these areas, Tigard can ensure that Safe Routes to School projects address equity concerns and provide safety improvements for the populations that need them most.

Tigard can help achieve this goal from the Federal Safe Streets for All (SS4A) grant from the 2021 Bipartisan Infrastructure Law in hope of redesigning streets to create safer routes of school for all modes of travel.

Finally, Tigard could improve program effectiveness by collecting and analyzing data on safety outcomes and travel behavior. Tracking changes in speed, crash rates, and student travel patterns before and after improvements would allow the City to evaluate the effectiveness of these specific interventions. This data could also strengthen future applications for federal and regional safety grants, increasing the likelihood that Tigard could receive additional funding to expand these types of improvements.

Tigard's Complete Streets Policy

Tigard's Complete Streets Policy is a local planning framework that promotes designing streets to accommodate all users, such as pedestrians, bicyclists, transit riders, and drivers.

The policy supports the idea that transportation infrastructure should provide safe and accessible mobility options for people of all ages, abilities, and modes. In the earlier evaluation, the policy performed strongly in terms of equity and long-term change because it encourages multimodal transportation design throughout the City. However, Complete Streets policies often face challenges related to implementation consistency. While the policy establishes important goals, it may not always be applied uniformly across all projects. In many cases, smaller projects such as road resurfacing or maintenance do not include significant safety upgrades because the policy does not require them. As a result, opportunities to improve safety can be missed.

POLICY IMPROVEMENTS

One way to strengthen the policy is to make Complete Streets the default approach for future plans and roadway projects. Tigard could require that all street projects, including maintenance and repaving, evaluate opportunities to add sidewalks, bike lanes, improved crossings, or other safety improvements. If these improvements are not included, the project would need to provide a documented explanation for why they are not feasible and be approved by the local government.

Another enhancement would involve aligning the Complete Streets policy more closely with the High-Risk Network identified in the Safe Streets Action Plan. Prioritizing safety improvements to corridors with higher crash risk would

ensure that infrastructure investments are focused on locations where they can have the greatest impact on reducing serious injuries and fatalities.

FUNDING & GOVERNANCE IMPLICATIONS

Funding concerns are often a barrier to implementing Complete Streets improvements. To address this issue, Tigard could adopt a phased implementation strategy. For example, the City could implement low-cost changes such as road striping and signal timing adjustments first, followed by moderate improvements like curb extensions or upgraded crosswalks. Larger infrastructure redesigns could be completed later as funding becomes available. This tiered approach allows the City to make incremental progress toward safer streets without requiring immediate large-scale reconstruction.

Finally, Tigard could strengthen their intergovernmental coordination with Washington County and the Oregon Department of Transportation. Many important corridors pass through multiple jurisdictions, which can make it difficult to apply Complete Streets principles consistently. Formal partnerships or coordination agreements could ensure that safety improvements follow the same design standards even when projects involve multiple agencies. By improving accountability, prioritizing high-risk corridors, and coordinating with regional partners, Tigard can ensure that the Complete Streets policy functions as an active safety strategy rather than simply a planning guideline.

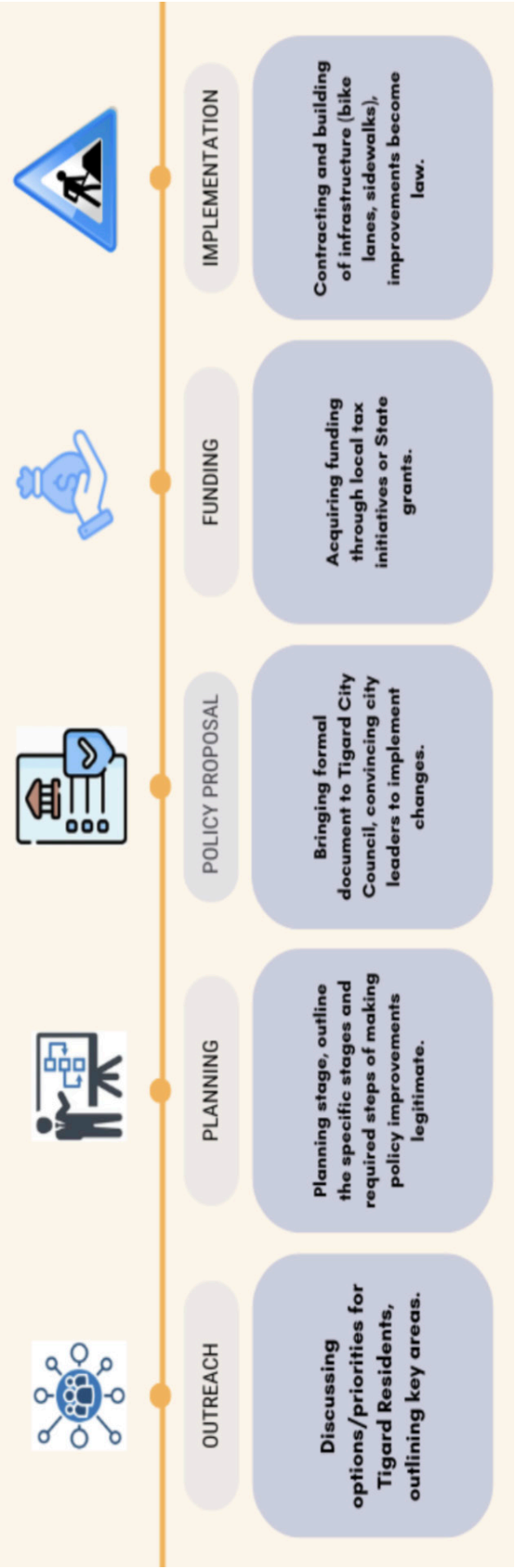


FIG. 53
Tiered funding approach.

Concluding Statement

By making gradual, context-dependent and localized changes to policy, infrastructure and investment, Tigard could accomplish vision zero and fulfill its goal of becoming one of the safest and most walkable cities in the Pacific Northwest.

Finding residential speed reduction, safer routes to school and more complete and accessible streets to be the strongest policies within Tigard's Safe Streets action plan, students provided

recommendations for slight adjustments to these policies specific to Tigard's social, spatial and economic background.

Transit

Transit Overview

This group focused on policies centered on how public transit is planned, funded, and governed, including service coverage, reliability, and coordination between cities, transit agencies, and regional partners to support access and mobility. This chapter evaluates how public transit policy can better support access, reliability, and equitable mobility in Tigard through stronger planning, funding, and governance frameworks.

Students analyzed three interconnected policies—the Regional Mobility Policies #2 and #3 and Oregon’s Public Transportation Plan Goal 2—assessing their strengths in promoting multimodal access and equity alongside their shared weakness: a lack of measurable targets, accountability, and clear implementation pathways. The chapter emphasizes the need to move from aspirational goals to actionable outcomes by introducing performance metrics, priority investment areas, and contingency transit planning. Through proposed enhancements such as transit access priority zones,

reliability benchmarks, and targeted service improvements in areas like the Tigard Triangle, the chapter highlights how clearer standards, coordinated governance, and strategic advocacy can strengthen transit systems, reduce car dependence, and improve social and economic outcomes for Tigard’s residents.

Policies and Enhancements

POLICY #1: REGIONAL MOBILITY

POLICY #2

The first policy students investigated and enhanced was Regional Mobility Policy #2, found on page 6 of the Regional Mobility Policy Draft for Tigard. It aims to “provide people and businesses a variety of seamless and well-connected travel modes and services that increase connectivity, increase choices and access to low carbon transportation options so that people and businesses can conveniently and affordably reach the goods, services, places and opportunities they need to thrive.” In short, this goal seeks to ensure that the transportation system in the Portland Metropolitan Area is convenient, accessible, intuitive, and affordable.

This policy has several strengths. Lower-income people benefit from having low-cost options for transportation that don’t require car ownership, and everybody benefits from the health and lifestyle benefits that come with not being reliant on an automobile. The broad impacts of this policy are especially impactful for historically underserved communities and/or those that rely on public transportation the most. Because this policy is vague, it is extremely scalable in different parts of the City. There are numerous strategies to implement this policy ranging from extremely costly to more affordable pathways.

Capital improvement projects in public transit are often huge investments, but taking on smaller changes such as dedicated bus lanes or redoing bus routes to better serve communities, can be very effective with relatively low costs. This also contributes to making the policy politically viable, because all communities want to make transportation easier for

their residents, which makes it easy for communities to implement the policies in the way they see fit.

However, the same vagueness that makes this policy politically viable and widely scalable makes it less likely to make substantial changes in Tigard. There are no defined metrics for success, so there are no ways to keep the City accountable for making progress. This makes the wide environmental and social benefits of this policy more aspirational than actionable. The best way to modify this policy to give the policy a specific metric of success. With set goals, progress towards implementation can be tracked, and the City can be held accountable.

For instance, the City could strive towards having a certain percentage of their population able to make their commute to public transit without it taking more than 25% longer than commuting in an automobile. A simpler, but slightly more regressive, goal could center on reducing vehicle miles traveled. This could help make the policy more politically viable because people will be more inclined to vote for its implementation if they know what they are getting out of it. Finally, increasing specificity in outcome will also help Tigard reach goals one, two, and three of their transit system plans, simply by giving the policy a more direct line to implementation.

POLICY #2: REGIONAL MOBILITY

POLICY #3

This policy aims to “create a reliable transportation system that people and businesses can count on to reach destinations in a predictable and reasonable amount of time”. The purpose of this policy is to make transportation more dependable so people can trust

that they will arrive at their destinations without delays and uncertainty.

This policy has several strengths. First, reliability benefits a wide range of people including students, families and businesses. Predictable travel times would make daily life easier and reduce stress for people. Another strength is that the policy is not just about cars. It treats reliability as a system wide goal which means it can improve reliability for people who choose to walk and ride bikes as well. This fits Tigard's transportation goals of making transportation more useful through better infrastructure such as transit supportive street design and stop amenities.

The biggest issue with this policy is that it is too broad. While it clearly states reliability is important, it does not explain how reliability is implicated or measured for success. Because of this, the policy feels merely aspirational. This is part of the reason why it lost points in evaluation, more specifically in cost effectiveness and political viability. Improvement projects can be expensive, especially if they depend on larger projects. Additionally, without any performance metrics, it can be difficult to prove cost effectiveness. This would also make decision makers and taxpayers less likely to support the policy.

Modifications to improve this policy could include adding specific metrics of success and a cost-benefit analysis for different transportation options. For example, the policy could measure transit-on-time performance and average delay time. As well as travel time and how often connections are missing. It could also compare several strategies before funding decisions are made such as pedestrian access, bus stop upgrades, or signals. These would make the policy more effective and politically viable because

there is a clear path, and residents would be able to better understand the improvements that are happening. Overall, this would help Tigard better align the policy with its own transportation goals.

POLICY #3: OREGON PUBLIC TRANSPORTATION PLAN GOAL 2

This policy performs well in advancing transportation equity, mobility, and multimodal access for regions across the state. It strongly emphasizes connecting people to jobs, services, and opportunities, and it is highly scalable across urban, suburban, and rural contexts. However, the policy falls short in its ability to guide local implementation. It lacks measurable targets, clear timelines, and specific tools for cities to translate the goal into action. Additionally, funding responsibility is largely shifted to local governments, which creates uncertainty, and the policy does not include mechanisms to ensure accountability or follow-through.

The main weaknesses of Goal 2 are its broad and aspirational nature, limited political enforceability, and lack of place-based prioritization. Without defined performance metrics or spatial focus, cities may struggle to prioritize investments or demonstrate progress. This reduces political viability over time, as projects compete for limited funding without clear justification. Furthermore, the absence of contingency strategies means that when major regional projects are delayed or cancelled, communities may experience gaps in service and lost opportunities for improved connectivity.

To address these gaps, the policy could be enhanced through three key modifications. First, it could require the creation of Transit Access Priority Zones within half a mile of major transit hubs,

allowing cities like Tigard to focus on investments where they will have the greatest impact. Second, the policy could incorporate measurable targets and timelines, such as sidewalk completion rates, bike infrastructure coverage, and transit frequency goals, to improve accountability and feasibility.

Third, it could include contingency transit planning, ensuring that if large-scale projects are delayed or fail, cities can implement alternative solutions. For example, with the SW Corridor Light Rail project on hold, enhanced bus service along the same corridor could provide a practical alternative and still deliver many

of the intended transit benefits. These changes would make the policy more actionable, politically viable, and better aligned with Tigard's goals for walkability, sustainability, and equitable access.

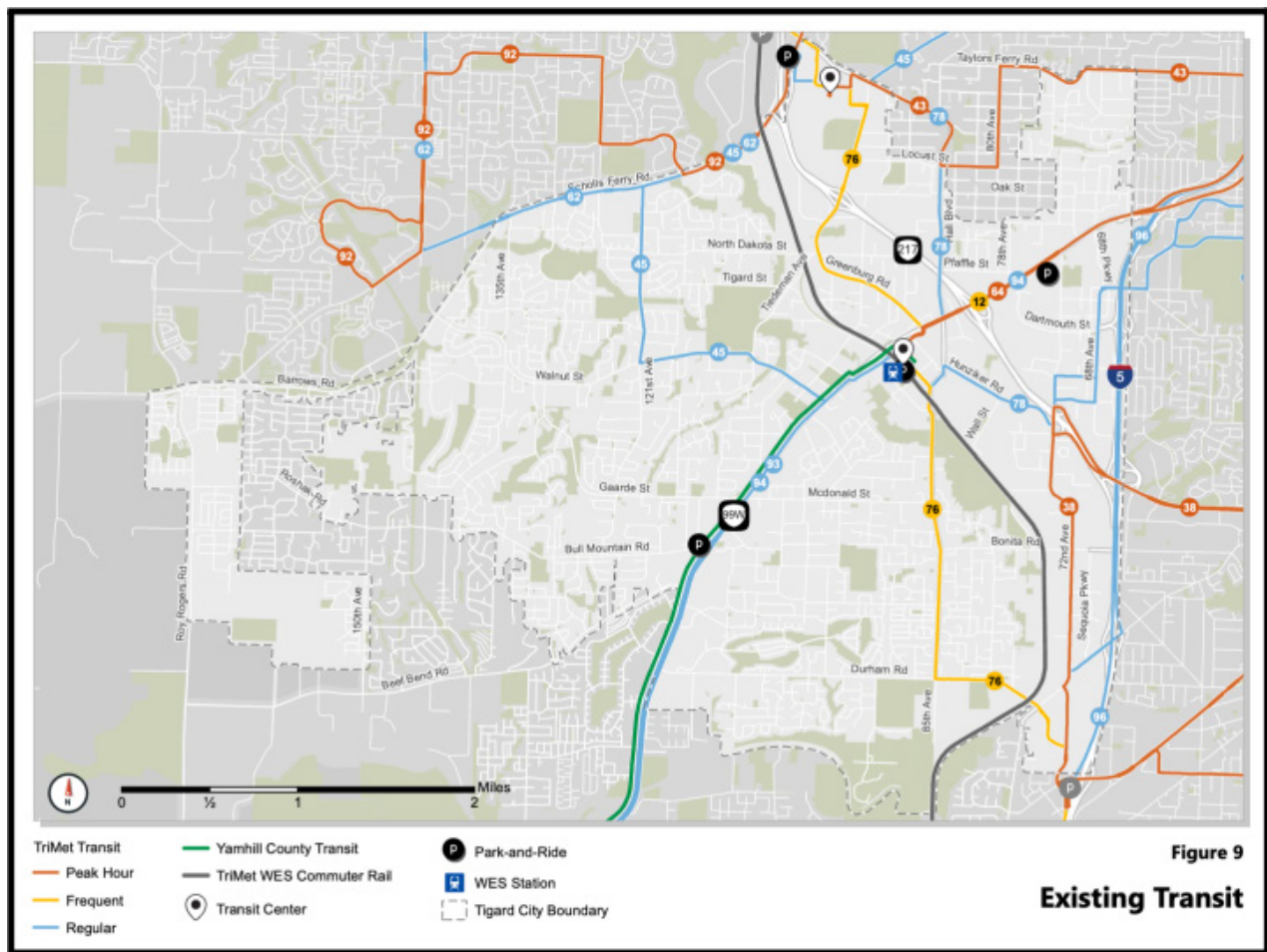
Cross-Sector and Community Impacts

Adding metrics of success to Regional Mobility Policy #2 would have a variety of spatial implications. The impacts would be felt most strongly in neighborhoods lacking transit on the south and west sides of Tigard, but the city in whole would experience an increase in transit accessibility and mode options beyond automobiles.

The current policy as written does not include equity provisions, but having increased transparency and accountability at the City level is likely to result in more benefits for historically underserved communities and communities of color.

Metrics of success for this policy must primarily increase the affordability of transportation for Tigard's lower-income residents. Adding more transportation options decreases car dependence and the costs associated with vehicle ownership. This is most beneficial to lower-income residents who need to

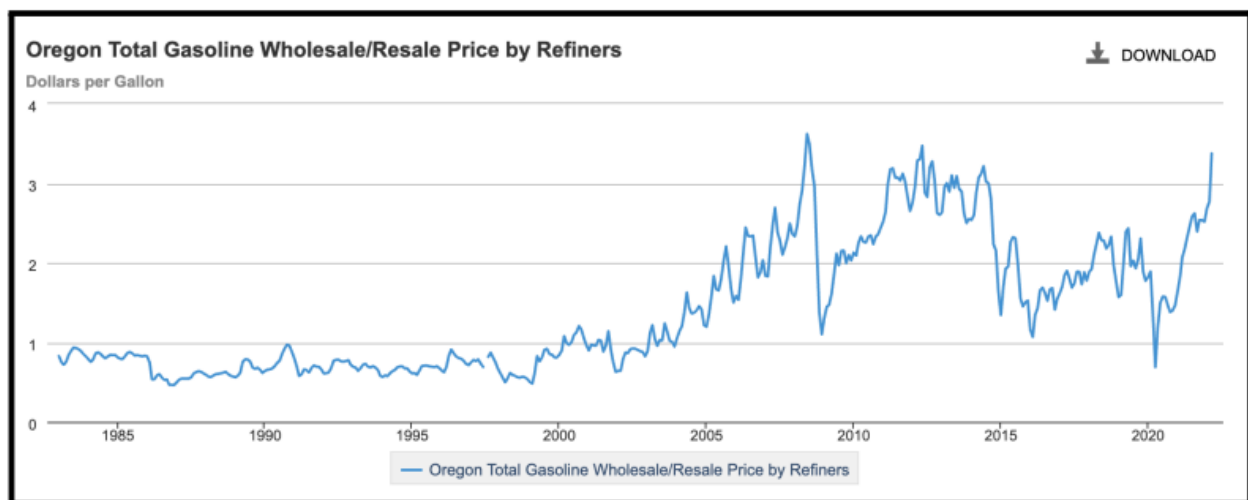
minimize spending more consciously than higher-income residents. Social capital can also increase because interactions are far more likely on public transportation than in single-occupancy vehicles. TriMet fares max out at \$100 per month, making transit in Tigard a good option for saving money if doing so does not drastically increase commute time.

**FIG. 54**

TriMet service in Tigard

There are a variety of governmental and funding implications that come with the changes that proposed policy improvements would bring about. Between the stakeholders of Tigard city staff, residents, and TriMet (the primary organization providing public transit to Tigard), different priorities can cause tensions. In the long run, the policy improvements would involve city staff pushing TriMet to get additional lines running through Tigard.

Funding for additional lines could come from state and federal grants, but may also involved using Oregon tax dollars to support costs from planning, bus purchases, maintenance, and staffing. This would require consistent advocacy from Tigard residents and city staff. In the short run, improvements to existing bus routes and creating better pedestrian and bicycle infrastructure to connect Tigard residents to bus routes will be less costly and labor-intensive. These smaller, more locally focused improvements could be funded with state grants or local tax allocation.

**FIG. 55**

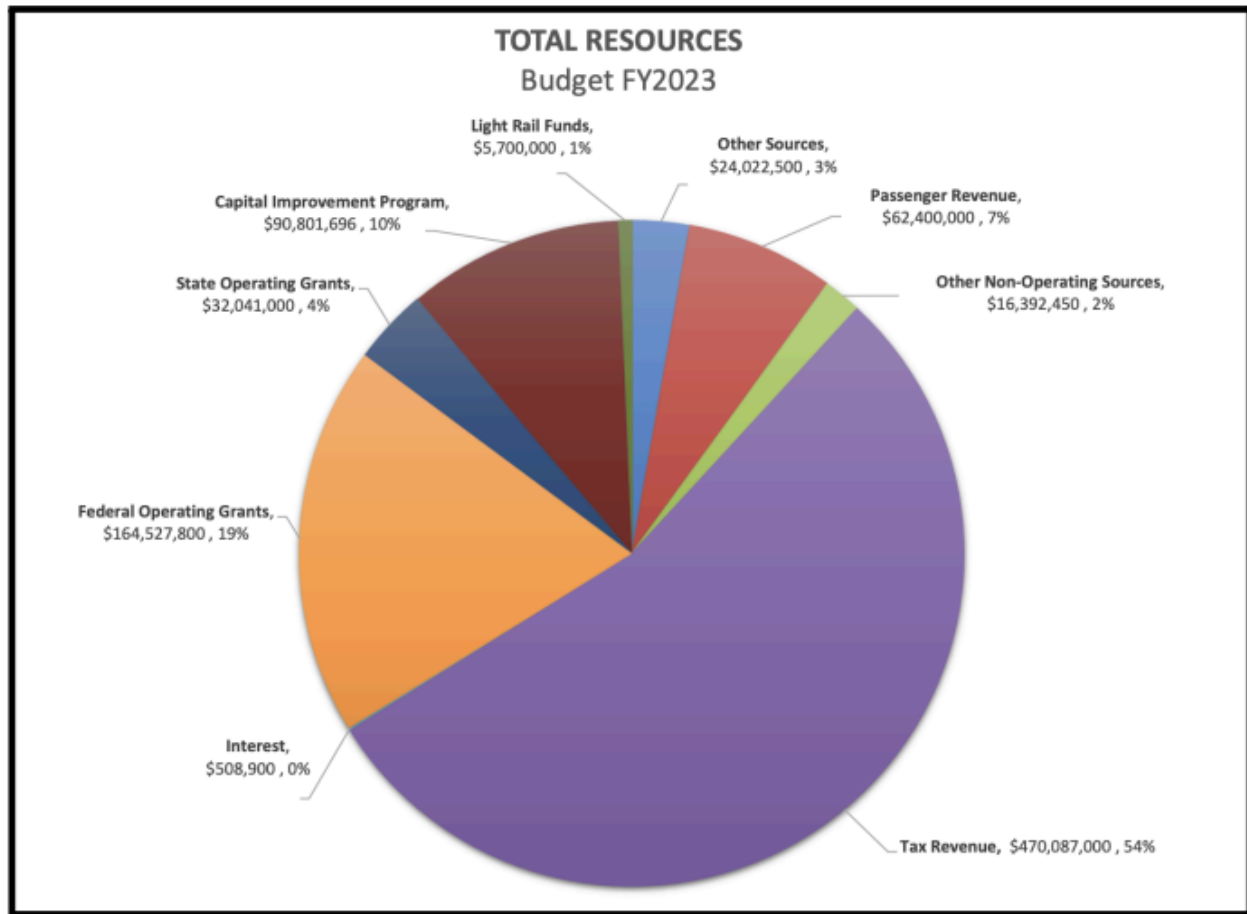
Gasoline wholesale prices since 1980

Improving Regional Mobility Policy #3 by adding metrics of success with benchmarks and accountability would have important spatial impacts. These changes would be most felt around major roads, bus corridors, and neighborhoods where delays and weak transit connections are more common. In Tigard, areas with fewer transportation investments and improvements will benefit the most if reliability becomes standard. It would improve connections to other neighborhoods and other key destinations. It would also create stronger government accountability for improving reliability and connectivity across the City.

The social impacts would be especially important for people who rely on transit the most, including lower income residents, students, older adults and workers with fixed schedules. Reliable transit makes affordable transportation more practical and reduces the burden that cars may cause. This would make going to school, work, and other important destinations easier for residents. Reliability would also increase social capital since people may choose to use public transit more.

There are also important funding and governance implications. Since this is a regional policy, implementation would require coordination between Metro, ODOT, TriMet, Washington County and the City of Tigard. Small improvements could be more likely funded by local allocations or state grants. Large reliability projects would need more regional coordination and possibly state or federal involvement. To make this policy effective, regular progress checks, stronger monitoring and continued community involvement would be necessary.

The proposed enhancements for the OPTP (Goal 2) would have significant spatial impacts by concentrating improvements within defined areas around major transit hubs, such as the Tigard Triangle and Tigard Transit Center. By focusing on these priority zones, the policy would improve first- and last-mile connections, making it easier for residents to access transit through safer sidewalks, bike infrastructure, and more reliable service. This approach also supports transit-oriented development by encouraging denser, mixed-use growth in areas with strong transit access, ultimately

**FIG. 56**

TriMet funding sources

reshaping land use patterns, and reducing dependence on cars.

One specific proposal is to extend TriMet Line 44 through the center of the Tigard Triangle and onward to the Tigard Transit Center. With the SW Corridor Light Rail Project currently on hold, this serves as a practical alternative that could still deliver transit benefits to communities around PCC Sylvania, central Tigard, and Southwest Portland.

The first alignment option would route Line 44 northwest to connect with Barbur Boulevard, then travel along SW 72nd Avenue through the Tigard Triangle before linking with Line 78 and continuing to the Tigard Transit Center. A second option would interline Line 44 with the

existing westbound Line 78 route until approximately 68th & Clinton, where Line 44 would diverge, travel along SW 72nd Avenue, and reconnect with Line 78 en-route to the transit center.

This proposal is designed to improve access specifically within the Tigard Triangle, where major commercial destinations such as Walmart, Costco, Lowe's, and WinCo Foods are concentrated. SW 72nd Avenue acts as a key dividing corridor between these commercial areas and adjacent mixed-use and residential development, making it a critical spine for connectivity.

As a result, this corridor should be prioritized for multimodal transportation improvements and complete street

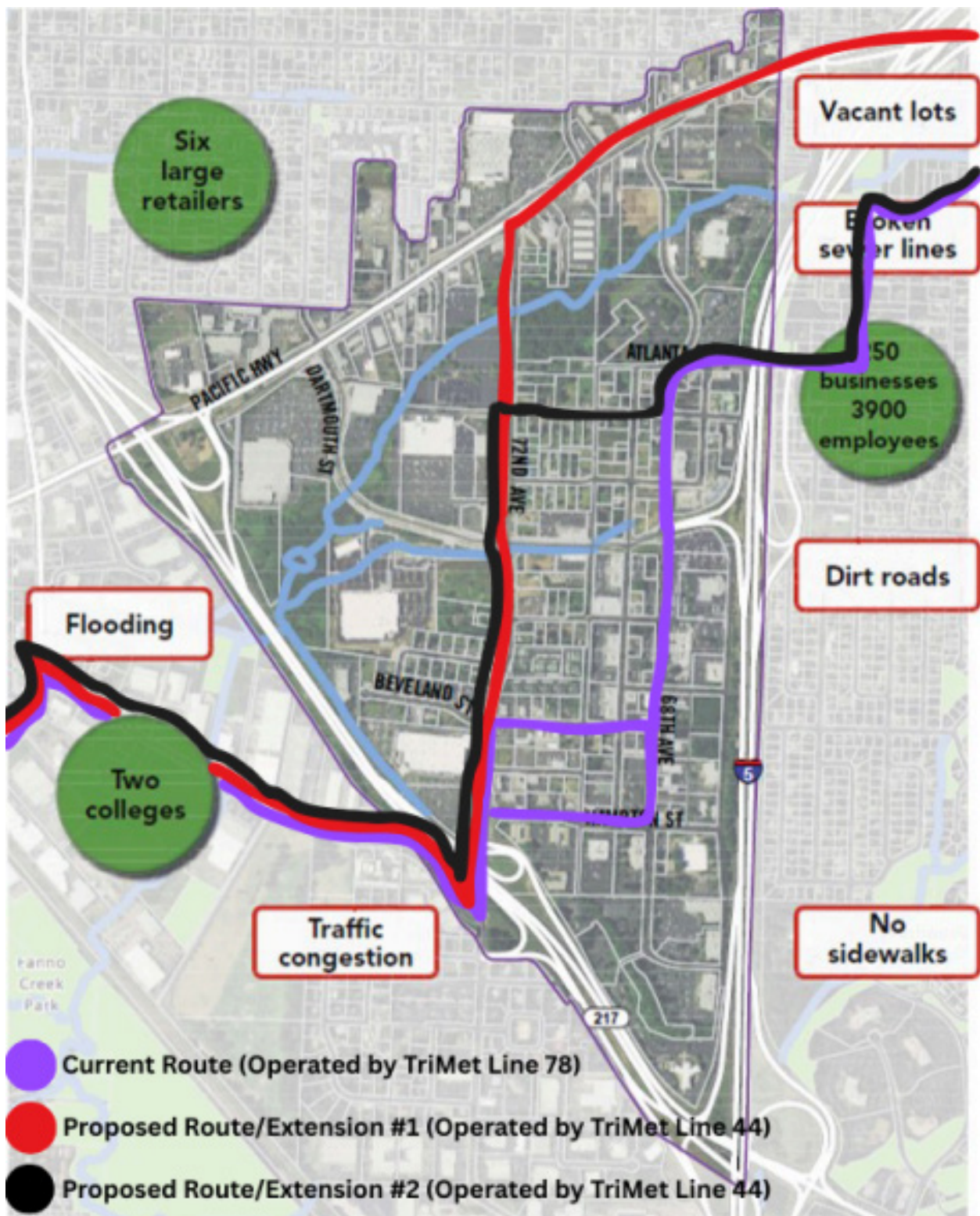


FIG. 57

Line 44 extension proposals

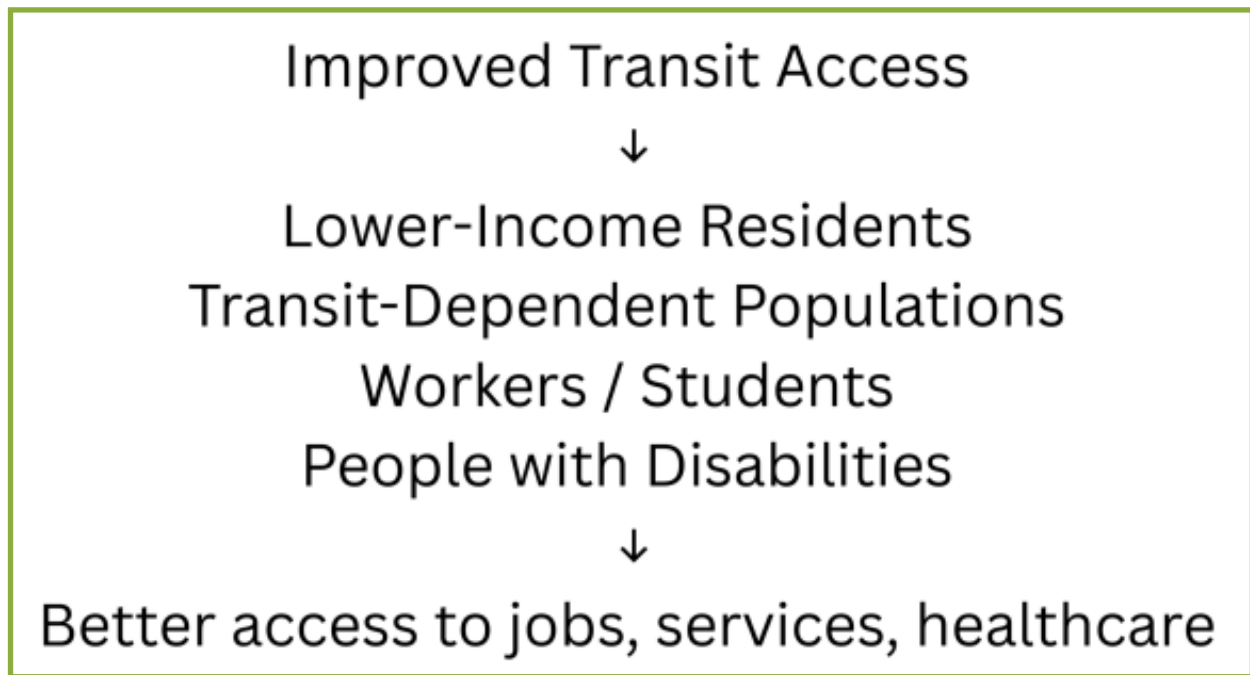


FIG. 58

Social implications

design, supporting safe and efficient travel for pedestrians, cyclists, and transit users while strengthening access between housing, jobs, and services.

Socially, these improvements would benefit a wide range of populations, particularly transit-dependent residents, lower-income households, and individuals with limited mobility options. By improving access to jobs, education, healthcare, and services, the

policy would enhance social equity and increase opportunities for historically underserved communities. Additionally, improved connectivity can strengthen social cohesion by making it easier for people to engage with their communities and access shared resources, contributing to broader public health and quality of life outcomes.

Funding & Governance Implications

From a funding and governance perspective, the enhancements would require a combination of local, state, and federal resources, as well as stronger coordination among stakeholders.

Funding could come from state transportation programs, federal grants, and local capital improvement plans, supplemented by developer contributions through public-private partnerships. Governance would involve collaboration between city governments, transit

agencies like TriMet, and regional partners such as ODOT and Metro. By aligning these actors and funding streams, the policy would create a more integrated and efficient approach to implementing transportation improvements.

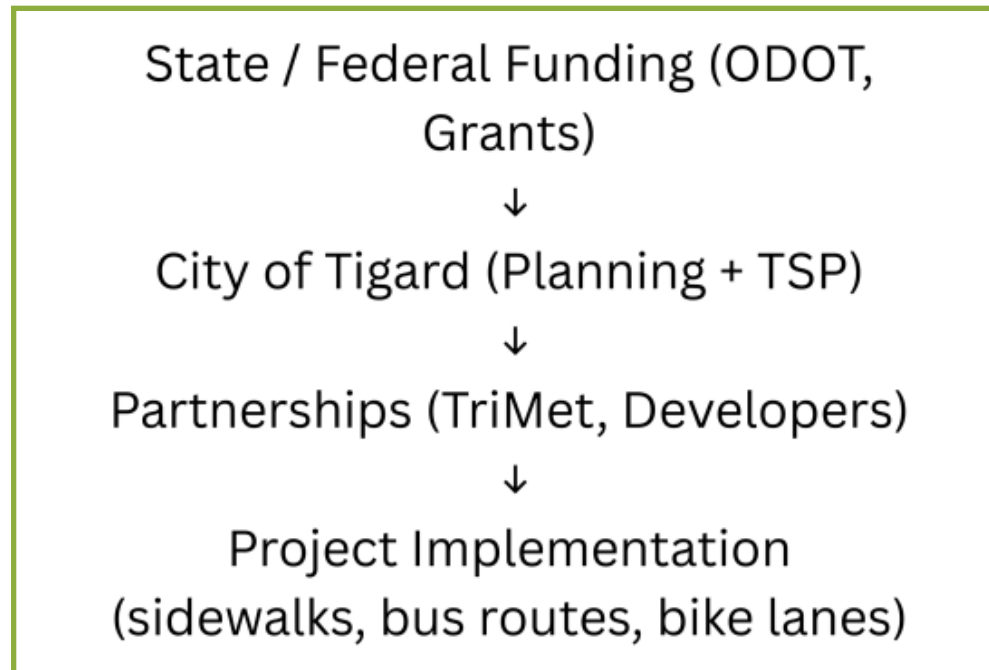


FIG. 59

Funding & Governance Structure

Implementation Strategy

Regional Mobility Policy #2, as it is currently written, is vague, which allows the Portland Metropolitan Region to display its progressive transportation goals without being held to actually make the relevant improvements in a timely manner. Adding specific metrics of success to this policy would therefore likely be politically dicey at a regional management level, but politically attractive for Portland Metropolitan Area residents.

It would also require careful planning and regional analysis to determine how best to set goals and what metrics would most effectively convey progress towards improving affordability, connectivity, convenience, and sustainability.

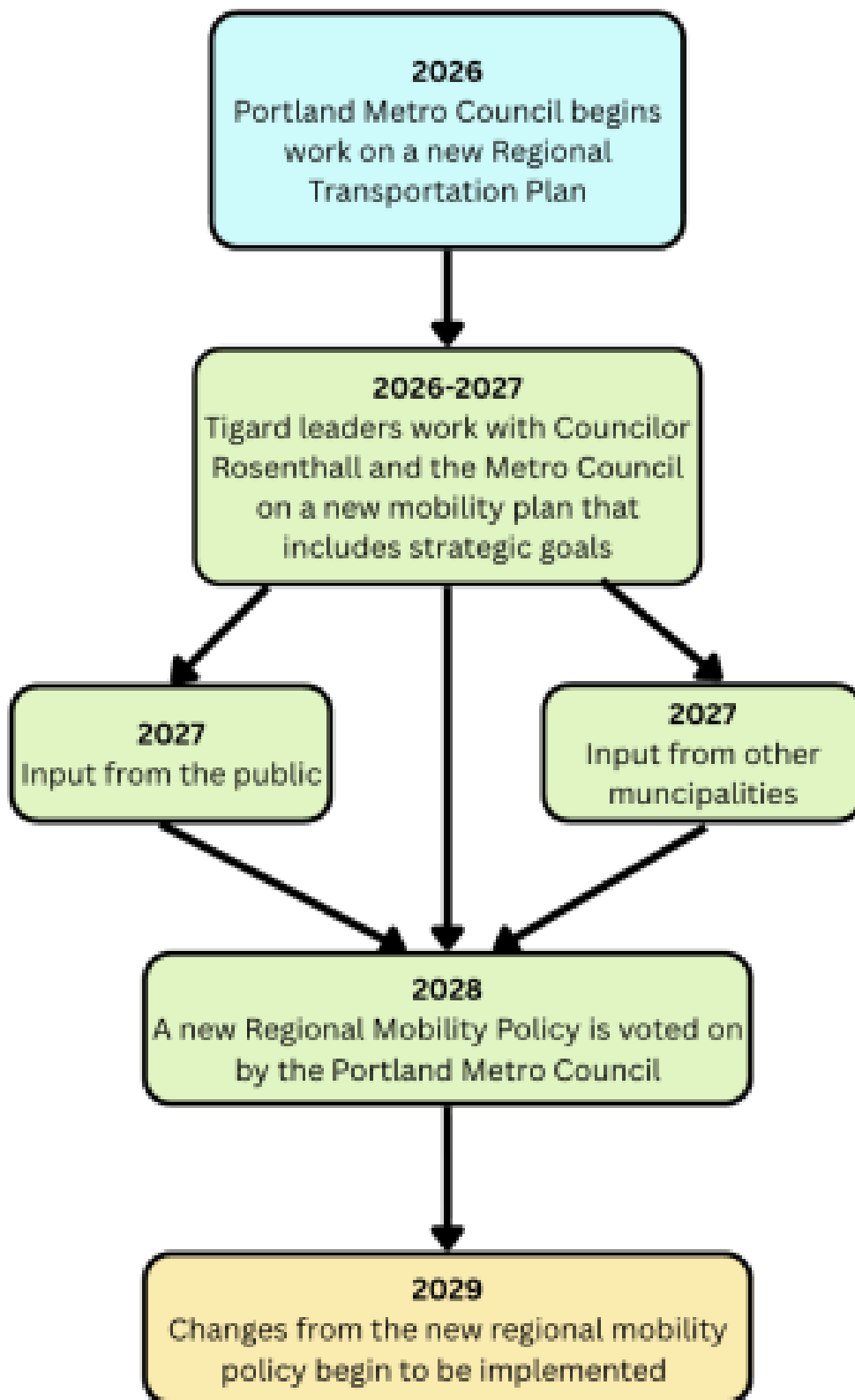
The Regional Mobility Policy originates from the Portland Metro Council, which is governed by five members, each representing districts within the Portland Metropolitan area. To modify regional mobility policy 2 and 3, Tigard city leaders would need to work with the representative for district three, which represents all municipalities in Washington County.

Given that their current representative on the council, Gerritt Rosenthal, also sits on the Transit Oriented Development committee, Tigard leaders have a unique opportunity to work with their Metro representative to advocate for more specific goal implementation to be added into the policy. Seats on the Metro council are directly elected by voters, meaning more input from citizens and advocacy organizations could push for changes to be made. Given the unique setup of the Metro board as a publicly elected regional board, the power of public involvement, using approval ratings and tradeoffs as currency, is what would make the difference for this policy.

Portland Metro's Regional Mobility Policy is updated every five years within the Regional Transportation Plan, meaning the next update will happen in 2028. Thus, Tigard city leaders could begin working with Metro Council and Councilor Rosenthal on amendments to the existing regional mobility policy as Metro Council begins to work on a new update.

The City of Tigard has some specific goals for transportation mobility improvements as part of its 2040 Transportation System Plan. With these specific goals in mind, Tigard leaders could work with the council on the implementation of them within the 2028 Regional Mobility Policy. It is important to implement these goals within regional transportation plans and policies rather than simply the City of Tigard policies because Tigard relies on TriMet as a transit operator.

A potential barrier to implementation of changes to the 2028 Regional Mobility Policy may be pushed back from other municipalities within Metro, which do not have the same transit goals as Tigard. Within the Portland Metro area, only 66% of jobs are accessible via transportation. This is lower than Tigard, where 87% of jobs are accessible via transportation. Thus, if high-level goals for mobility improvement are posed to the regional Mobility Policies, municipalities with a transit system that is less accessible than

**FIG. 60**Policy flowchart and
timeline

Tigard's may push back due to the inability to meet goals. However, this also places Tigard in a position to set the standard for transportation mobility in the Portland Metro, given their existing system and goals for improvement.

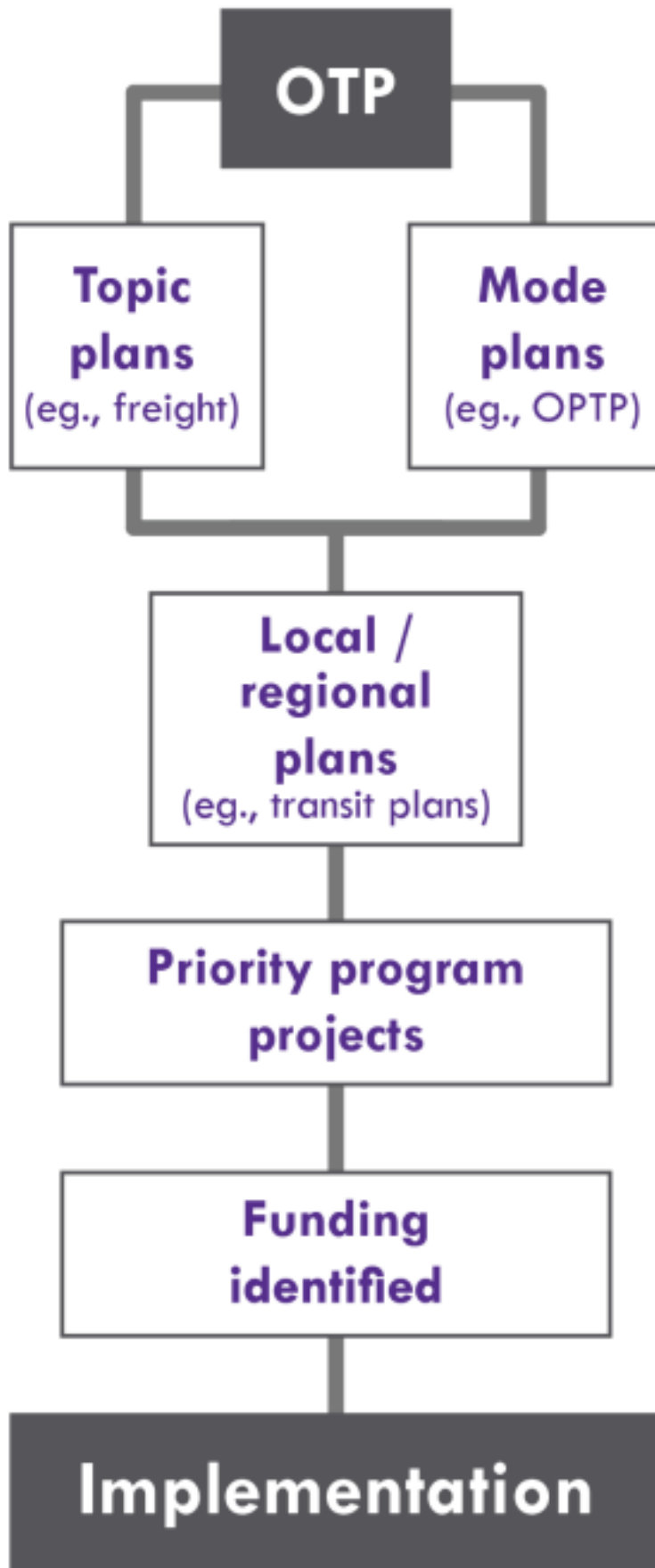
Once the policy changes are made, implementation will occur on different levels. Lower cost improvements like improving existing bus routes and creating better pedestrian and bicycle infrastructure could be funded with state grants or local tax allocation. Larger, more capital-intensive projects like purchasing new buses or building new light-rail infrastructure, for example, would require larger federal grants or statewide taxes. Passing a bill to get taxes applied to these projects would necessitate a public education campaign to initiate a big push for increased transportation options.

To improve Regional Mobility Policy #3, support from both the public and agency action would be needed. One key advocacy pathway is public education and outreach that explains reliability and the benefits in daily life. Reliability directly impacts residents' timeliness to work, school, or even doctor's appointments. Therefore, education efforts could build stronger public support and encourage agencies to treat reliability as a serious commitment to quality of life.

The main administrative steps begin with identifying where delays happen most and deciding how reliability will be measured and selecting the most effective improvements based on cost effectiveness. Tigard staff, TriMet, Metro and ODOT would all play a role in the project. Input from the public would allow goal implementation to be catered towards the needs of citizens and provide public accountability for meeting goals.

Implementation could happen in phases. The short term could focus on creating reliability standards in smaller areas such as bus stop upgrades to create reliability where the transportation journey begins. In the long term, agencies could move towards larger projects, such as corridor redesigns or transit-only lanes. Challenges from public pushback can be reduced by starting with small and practical improvements and keeping the public informed as well as tracking success.

Unlike changes to the regional transportation plan, there is no set timeline for updating the Oregon Public Transportation Plan. Prior to the current update, the previous plan update took place 20 years before the 2018 plan. This could be an opportunity for Tigard to continue to work with local and regional transportation partners to go beyond the current goals of the Public Transportation Plan. Changing the Oregon Public Transportation Plan may be easier than the regional plan because it is managed by ODOT rather than a municipal council. Changes to statewide transit policy may have similar hurdles to changes to regional policy; other municipalities may not have the same transit goals. Short-term steps for improvement of the OPTP would be continuing to work with ODOT on projects and maintaining a good relationship with them. When more information about the next policy change is known (drafting is likely to begin in the early 2040s), Tigard could leverage its relationships with ODOT to ensure new OPTP modifications are in line with the City's goals.

**FIG. 61**

Hierarchy of transportation plans

It is especially important that Tigard leaders work with ODOT on new development of statewide transportation goals as statewide planning goals take priority over regional/local goals within the current structure of the OTP. Thus, any transit projects that Tigard wants to implement and fund with a new or existing OTP plan must meet the state minimum goals. If the state's minimum goals are below the existing standard of Tigard's

goals, new projects may be hard to fund as they already meet statewide transit minimum goals. Therefore, it is key that Tigard leaders work with ODOT as the next OTP is developed to ensure that the statewide transit project planning system allows them to continue to make necessary improvements.

Concluding Statements

This chapter demonstrates that Tigard's transit goals are widely supported in principle across regional and state policies, but that meaningful progress depends on translating broad intentions into measurable, enforceable actions.

While Regional Mobility Policies #2 and #3 and Oregon's Public Transportation Plan Goal 2 strongly emphasize connectivity, reliability, and equity, their lack of accountability mechanisms limits their effectiveness at the local level. Without clear standards for success, these policies risk remaining aspirational rather than transformative. Strengthening them with defined benchmarks, priority investment areas, and contingency planning would allow Tigard to better align transit investments with community needs and maximize the impact of limited resources.

Ultimately, improving public transit in Tigard requires coordinated governance, sustained advocacy, and a willingness to set ambitious but attainable goals. By leveraging its relatively strong existing transit accessibility and engaging regional

partners such as Metro, TriMet, and ODOT, Tigard is well positioned to model how suburban cities can advance equitable and reliable transit systems. Incremental improvements, such as enhanced bus service, better first- and last-mile connections, and reliability-focused upgrades, can deliver near-term benefits while building momentum for larger regional projects.

Together, these strategies could support Tigard's broader objectives of reducing car dependence, expanding access to transportation, and improving quality of life for residents across the City.

Conclusions

**Key Takeaways, Additional
Recommendations, and Next Steps**

Key Takeaways

This report affirms that the City of Tigard is well positioned to advance a safe, equitable, and multimodal transportation system consistent with the 2040 Transportation System Plan (TSP). Analysis across nine focus areas demonstrates strong alignment between Tigard’s adopted policies and evolving federal, state, and regional transportation priorities—particularly those emphasizing safety, climate action, equity, and performance-based decision-making.

The foundation for success is already in place through the TSP, Complete Streets Policy, Safe Streets Action Plan, and corridor studies such as the 72nd Avenue/Tigard Triangle Transportation Study.

However, student research reveals that the primary challenges Tigard is facing are implementation-focused rather than conceptual. Funding uncertainty, reliance on competitive grants, and the need for sustained interagency coordination, especially with ODOT, Washington County, Metro, and TriMet, present the most significant barriers to timely project delivery. Local policy goals are sound, but progress depends on predictable funding sources, stronger performance tracking, and clearly defined roles across jurisdictions.

Finally, the analysis highlights the effectiveness of incremental, rightsized, and scalable strategies. Quick-build safety improvements, phased corridor investments, pilot projects, and land use-aligned transportation investments consistently outperform large, singular capital expansions in terms of cost-effectiveness, political viability, and equity outcomes. These approaches allow Tigard to show measurable progress while remaining adaptable to changing funding conditions and community priorities.

ADDITIONAL RECOMMENDATIONS

Building on the policy analyses and recommendations presented throughout this report, several strategies emerge that would strengthen Tigard’s ability to achieve its transportation goals.

First, Tigard could continue to institutionalize performance-driven planning by embedding measurable indicators—such as per-capita vehicle miles traveled, serious and fatal crash rates, operating speeds on priority corridors, and access to frequent transit for underserved populations—across development review, capital programming, and annual reporting. Making performance visible and geographically explicit will improve accountability, support grant competitiveness, and reinforce public trust.

Second, the City could expand its use of corridor-level coordination tools, including memoranda of understanding and jurisdictional charters with ODOT, Washington County, and TriMet. These agreements can clarify expectations around design standards, speed management, transit priority treatments, and implementation phasing, reducing uncertainty on projects that cross jurisdictional boundaries.

Pairing these agreements with “grant-ready” project scopes could allow Tigard to act quickly when funding opportunities arise.

Third, equity considerations should continue to guide prioritization decisions. This includes focusing safety investments on the High-Injury Network, closing sidewalk and bicycle gaps in underserved neighborhoods, and aligning land use, parking, and curbside management policies with affordability and access goals. Policies that integrate transportation, housing, public health, and public space—particularly in growth areas such as Downtown Tigard and the Tigard Triangle—yield the greatest long-term community benefits.

GOAL ATTAINMENT

The findings in this report indicate that Tigard is making meaningful progress toward the core goals outlined in the 2040 TSP: improving safety, advancing equity, supporting climate commitments, and enabling sustainable growth. The City’s emphasis on multimodal connectivity, speed management, and rightsized infrastructure directly supports reductions in crash severity, vehicle dependence, and greenhouse gas emissions over time.

However, achieving full goal attainment will require sustained focus on implementation fidelity. Many of Tigard’s most ambitious goals depend on consistent application of policies across all projects, including maintenance and resurfacing efforts. Aligning budgets, timelines, and performance measures with these goals is essential to translating policy intent into lived outcomes.

Research shows that goal attainment is inherently regional. Tigard’s success is closely tied to the actions of partner agencies and the availability of external funding. Continued alignment with state mandates such as the Transportation Planning Rule, and regional frameworks such as Metro’s Regional Transportation Plan, will be critical to sustaining progress and minimizing policy or legal risk.

NEXT STEPS FOR TIGARD

In the near term, students recommend that Tigard focus on actions that build momentum and demonstrate progress. This includes adopting a concise, publicly accessible transportation performance dashboard; establishing or formalizing a dedicated Complete Streets funding set-aside; and advancing quick-build safety improvements on priority corridors and near schools, parks, and transit stops. These steps provide visible benefits, strengthen community confidence, and improve readiness for future grants.

In the medium term, the City could deepen interagency coordination by pursuing corridor agreements, advancing jurisdictional transfers where feasible, and integrating transportation performance requirements into development and capital planning processes. Updating codes and engineering standards to reflect multimodal priorities and climate outcomes will further institutionalize Tigard’s transportation vision.

Over the long term, Tigard could continue to align land use, transportation, public space, and housing policies to support compact, transit-supportive growth while maintaining affordability and access for all residents. Periodic updates to implementation plans—grounded in updated data and community engagement—will ensure that the transportation system remains responsive to changing needs and conditions.

By focusing on measurable outcomes, stable funding, and collaborative governance, Tigard can fully realize the intent of its Transportation System Plan and continue progressing toward a safer, healthier, and more accessible community for current and future generations.

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