

SW CAPITOL HIGHWAY ROSE LANE PROJECT

INITIAL TRAFFIC DATA MONITORING REPORT

39 TO COLLEGE



PBOT
PORTLAND BUREAU OF TRANSPORTATION

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Introduction

Overview

Through the [Rose Lane Project](#), the Portland Bureau of Transportation (PBOT) is giving buses and streetcars priority on the road, helping more Portlanders get where they need to go more reliably and quickly. The Rose Lane Project was adopted by City Council in February 2020.

This report documents three-month post-construction traffic monitoring data for the [SW Capitol Highway Rose Lane Project](#). PBOT will conduct another round of post-construction traffic monitoring in late Spring and reporting in Summer 2023, after planned signal modifications are completed.

The SW Capitol Highway Rose Lane Project has been a publicly proposed component of the citywide Rose Lane Project since its initial concept phase in 2019. The SW Capitol Highway Rose Lane Project was completed in Fall 2022.

The SW Capitol Highway Rose Lane Project added Business Access and Transit (BAT) lanes in both east and west directions on SW Capitol Highway approaching SW Sunset Boulevard through reallocation of general-purpose travel lanes. People driving may still use these lanes to turn into driveways and at intersections along the street.

This project was designed to help buses bypass congestion on SW Capitol Highway, and it is expected to support bus speed and reliability as travel activity continues to grow into the future. The Capitol Highway Rose Lane Project benefits bus riders who ride TriMet lines 39, 44, 45, 54, 56, 61, and 64.

PBOT is taking an incremental pilot approach to the SW Capitol Highway Rose Lane Project. The pilot approach is an opportunity to deploy change quickly with low-cost treatments, monitor real-world impacts, and respond with design modifications and mitigation as needed. As outlined in the [SW Capitol Highway Impact Monitoring and Mitigation Memo](#), the project's performance is being tracked to measure success.



The Importance of Further Monitoring

PBOT has received feedback from community stakeholders about increased delay and congestion in the SW Capitol Highway Rose Lane Project area. While some level of increased delay was anticipated as a trade-off for more reliable bus service, we are committed to monitoring and mitigation as planned and communicated.

This report includes data from our initial post-construction monitoring. Another round of follow-up post construction data collection will occur in late Spring 2023 with reporting in Summer 2023, after planned signal upgrades are completed. The planned follow-up traffic monitoring is important to an effective pilot.

Adjustment periods immediately after the installation of projects that reallocate space in the right-of-way are typical. We expect traffic patterns to continue to adjust and settle between now and our next round of post-construction traffic monitoring. Further monitoring will help us understand longer-term impacts and identify any potentially necessary mitigation responses, while allowing us to monitor for changes after our planned signal modifications are operational.¹

Additionally, standard fluctuations in daily traffic volumes are an important piece of the monitoring and mitigation puzzle. From day to day and season to season, daily traffic volumes fluctuate for a number of reasons. These include work commutes, school events, weekend days, summer vacations, holidays, personal trips to the grocery store, and others. Seasonally, traffic volumes typically trend downward in winter and upward in summer. Additional data will help to account for some of these fluctuations.

Travel activity has also changed since the initial Covid-19 shutdown in 2020, and PBOT is still working to understand what these long-term impacts might be. We remain in a time of change as travel behavior and workplace practices continue to evolve. Long-term, we anticipate hybrid work and work-from-home schedules will result in new travel patterns. While only time will tell what this means for travel activity, traffic volumes and transit ridership have been increasing.^{2,3}

PBOT is collecting a large amount of traffic data for the SW Capitol Highway Rose Lane Project pilot. In response to community concerns about traffic operations along SW Capitol Highway and traffic routing onto local neighborhood streets, we selected more locations for traffic monitoring than is typical for a project of this scale. We are intentionally dedicating resources toward robust monitoring for this project, and we are committed to effective mitigation as needed.

¹ PBOT plans to conduct follow-up data collection prior to the end of Portland Public Schools' 2022-2023 School Year.

² PBOT took 24-hour counts on SW Capitol Hwy east of SW Terwilliger Blvd. May 2021 traffic counts recorded 10,400 vehicles per day. September 2022 traffic counts recorded 13,295 vehicles per day, an increase of 28 percent.

³ Between Fall 2021 and Fall 2022, transit ridership for the buses that serve SW Capitol Hwy increased 14.6 percent. TriMet. Ridership and Performance Statistics: Route Ridership Reports. <https://trimet.org/about/performance.htm#route>

Key Takeaways from 3-Month Post-Project Monitoring

- **There have been no significant changes in speeding**, when comparing 85th percentile speeds on arterial streets or local streets.⁴
- **We have observed longer traffic queues**, particularly during the PM Peak Hour westbound on SW Capitol Highway from SW Barbur to SW Sunset. We are advancing signal modifications to help mitigate this queuing.⁵
- **While daily vehicle volumes on arterials were lower, all decreases are within expected seasonal fluctuations in daily volumes.** Daily traffic volumes decreased on all monitored major streets, with total daily volumes decreasing between 2 percent and 12 percent. Lower traffic volumes on major streets are typical during winter months, and all observed decreases are below or within expected seasonal adjustment factors ranging from 10 percent to 15 percent.⁶
- **We have not observed changes to vehicle volumes or other patterns on arterials that trigger mitigation**, but we will continue to monitor, collect data, and gather feedback from community stakeholders.
- **All local streets remain well below our preferred threshold of 1,000 vehicles per day**, including streets that are not designated [Neighborhood Greenways](#).⁷
- **Changes to daily vehicle volumes on local service streets were minor, with at most an additional 31 vehicles per day.** Daily traffic volumes decreased on all monitored local streets except three, and those increases ranged between 25 and 31 additional vehicles per day. While these changes are within expected standard fluctuations in daily volumes, we understand that people living on these streets may notice and feel a difference.
- **Changes to Peak Hour vehicle volumes on local service streets were minor, with at most an additional 14 vehicles during Peak Hours.**⁸ For local streets with increases of Peak Hour vehicle volumes, increases ranged between 3 and 14 additional vehicles during Peak Hours.

**For more information, reports, and future updates about the
SW Capitol Highway Rose Lane Project, visit**

portland.gov/transportation/pbot-projects/construction/sw-capitol-highway-rose-lane-project

⁴ The 85th percentile speed is the speed at or below which 85 percent of people driving will operate a vehicle.

⁵ PM Peak Hour: 5PM – 6PM

⁶ For monitoring purposes, Seasonal adjustment factors were estimated using the Oregon Department of Transportation's Analysis Procedure Manual Version 2 and related Seasonal Trend Table. Post-construction traffic monitoring data collection occurred between January 18, 2023 and February 8, 2023. For non-state streets in urbanized cities, Commuter seasonal trends apply (Analysis Procedure Manual Version 2. 5.5.3: Non-State and other Roadway Trends). Oregon Department of Transportation. Analysis Procedures Manual Version 2: 2021 Seasonal Trend Table.
<https://www.oregon.gov/odot/planning/pages/apm.aspx>

⁷ For monitoring purposes, PBOT is using adopted Neighborhood Greenway thresholds for local streets. Those thresholds are as follows: maximum traffic volume of 2,000 vehicles per day; preferred local street traffic volume of less than 1,000 vehicles per day; and 85 percent of monitored speeds at 20 miles per hour or lower.

⁸ AM Peak Hour: 8AM – 9AM; PM Peak Hour: 5PM – 6PM

Monitoring and Mitigation

Approach

PBOT is committed to completing monitoring as planned in the [SW Capitol Highway Impact Monitoring and Mitigation Memo](#). We are also committed to collecting necessary and useful monitoring data. In addition to the completed pre-construction, post-construction, and planned six-month post-construction monitoring, we may conduct more monitoring if needed during the pilot phase of this project.⁹

PBOT is monitoring traffic operations on major streets, at key intersections, and on local streets to understand overall traffic patterns, flag early signs of unwanted behavior, observe any major changes or operational issues, and identify and implement mitigation responses as needed. Through traffic counts, field observations, and video, we are gathering data on speed, turning movement, volume, queuing at intersections, driveway activity and other observed user behavior.

While PBOT has established preferred traffic volume and speed thresholds for local streets in our planned monitoring and mitigation approach,¹⁰ we have not defined firm thresholds. Many local streets in the project area do not have sidewalks. These roadways are shared among all users, so the impacts to traffic volume and speed may be more significant. To prioritize all users and to consider potential impacts in the community that cannot be adequately measured against those preferred thresholds, we may consider lower thresholds based on community feedback and continued observations.

Community feedback is an integral part of our monitoring and mitigation approach. We welcome input on our approach, our reporting and interpretation of the monitoring data, and any potential mitigation responses we may identify. What we've learned from local stakeholders has already help shape our monitoring and mitigation of this project.

⁹ The pilot phase is expected to be three to five years, but PBOT may make a successful Rose Lane pilot permanent sooner. Post-project monitoring may inform how long the pilot phase should last and what modifications are needed to make the project permanent.

¹⁰ For monitoring purposes, PBOT is using adopted Neighborhood Greenway thresholds for local streets. Those thresholds are as follows: maximum traffic volume of 2,000 vehicles per day; preferred local street traffic volume of less than 1,000 vehicles per day; and 85 percent of monitored speeds at 20 miles per hour or lower.

What we've learned from community

Prior to construction, community feedback identified key concerns related to the project, including:

- **Traffic operations at key intersections**, including congestion and long traffic queues resulting in unwanted behavior or excessive delays
- **Routing of traffic onto local neighborhood streets** as people driving avoid travel delays on SW Capitol Highway
- **Impacts of traffic patterns to business access**, especially along SW Capitol Highway
- **General safety in the project area**, with concerns about speeding and other unwanted behavior resulting from confusion or frustration after project construction

After project construction, community feedback has affirmed the above as key concerns related to the project.

What we've done

Since sharing our planned impact monitoring approach in Summer 2022, we have:

- **Spring 2022:** Collected pre-construction data as planned
- **September 2022:** Completed construction for the project pilot
- **October 2022:** Conducted post-construction field observations in response to community feedback about longer traffic queues
- **November 2022:** Adjusted timing of signals to address queueing
- **January 2023:** Planned and prioritized upgrades to traffic signals to allow us to better coordinate traffic signal timing to support traffic flow in real time¹¹
- **January-March 2023:** Collected and analyzed three-month post-construction traffic data

In addition to the planned monitoring data collection and field observations, we are conducting further monitoring to address community concerns. Additional monitoring data collection includes:

- Video data collection and analysis of a segment of driveways and Rose Lanes along SW Capitol Highway, including counts of vehicles entering and exiting driveways to the Southern Hillsdale Shopping Center and monitoring other vehicle movements and behaviors
- Classification, volume, and speed counts on SW Dewitt Street west of SW Cheltenham Street

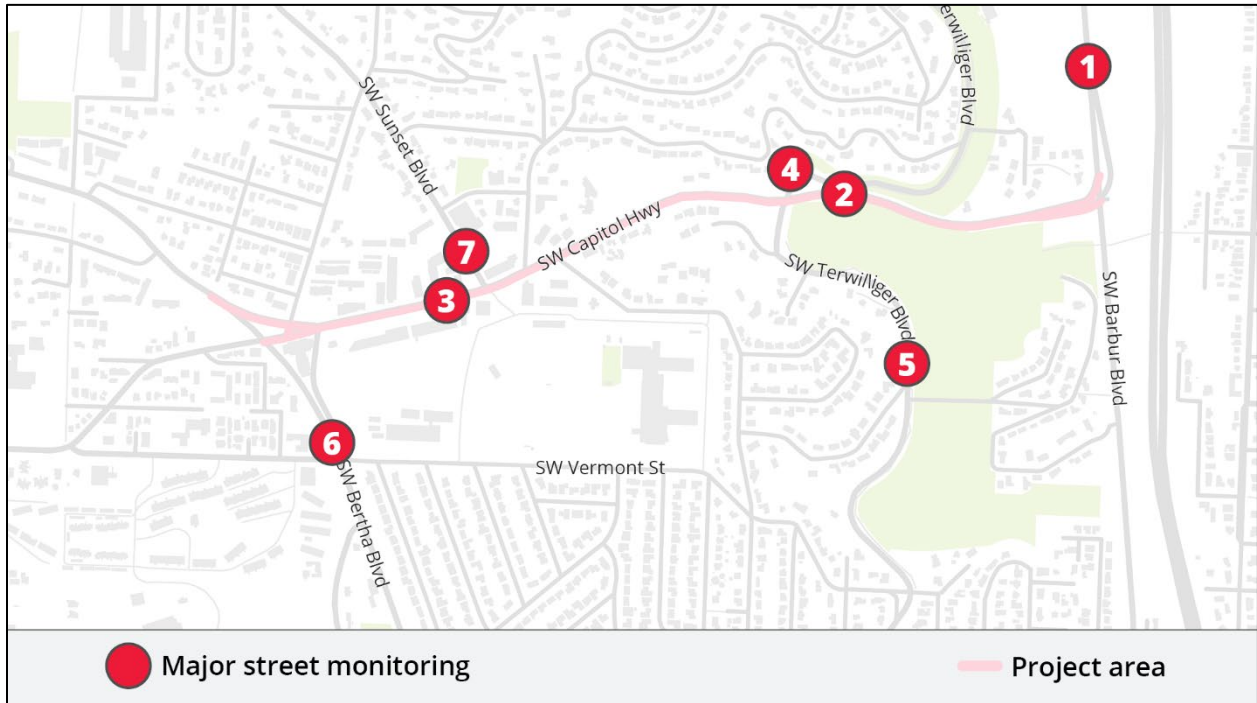
¹¹ These upgrades are estimated to be completed at the end of April 2023.

Monitoring Locations and Data

Major Streets

Traffic monitoring on arterial streets is intended to help PBOT understand and document traffic flow changes now that construction has been completed. Some traffic volume changes were anticipated in pre-project traffic modeling. Adopted City transportation policies allow for re-routing of traffic on collector and arterial streets, and changes to travel routes on these streets are not considered impacts that require mitigation.¹²

Major Street Monitoring Locations



Major Street Traffic Count Differences, Pre-Construction vs. Post-Construction (3-month)

#	Location	Daily Traffic	
		#	%
1	SW Barbur Blvd north of Capitol Hwy	-2964	-12%
2	SW Capitol Hwy east of Terwilliger Blvd	-989	-8%
3	SW Capitol Hwy west of Sunset Blvd	-271	-2%
4	SW Terwilliger Blvd north of Capitol Hwy	-234	-5%
5	SW Terwilliger Blvd north of Burlingame Ter	-335	-7%
6	SW Bertha Blvd south of Bertha Ct	-974	-8%
7	SW Sunset Blvd north of Capitol Hwy	-542	-11%
<i>SW Shattuck south of Downs View (Control)</i>		180	6%

¹² People self-select routes for many reasons, including changes in where they travel to and from, to avoid construction, or to avoid traffic in general.

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Major Street Traffic Count and Speed Directional Differences, Pre-Construction vs. Post-Construction (3-month)

#	Location	Direction	Daily Traffic		AM Peak ¹³		PM Peak ¹⁴		Speed ¹⁵
			#	%	#	%	#	%	#
1	SW Barbur Blvd north of Capitol Hwy	Northbound	-1771	-14%	35	3%	-367	-27%	-2
		Southbound	-1193	-10%	-85	-10%	-252	-17%	1
2	SW Capitol Hwy east of Terwilliger Blvd	Westbound	-669	-11%	-57	-11%	-241	-33%	-1
		Eastbound	-320	-5%	-94	-13%	80	14%	-1
3	SW Capitol Hwy west of Sunset Blvd	Westbound	-201	-2%	19	3%	9	1%	0
		Eastbound	-70	-1%	-4	0%	157	23%	-4
4	SW Terwilliger Blvd north of Capitol Hwy	Northbound	-29	-1%	-22	-8%	-21	-13%	0
		Southbound	-205	-8%	-6	-7%	-21	-7%	1
5	SW Terwilliger Blvd north of Burlingame Ter	Northbound	-192	-8%	-30	-14%	-14	-10%	1
		Southbound	-143	-6%	-21	9%	12	6%	-1
6	SW Bertha Blvd south of Bertha Ct	Northbound	-124	-2%	25	5%	20	5%	-1
		Southbound	-850	-13%	-28	-5%	-104	-19%	0
7	SW Sunset Blvd north of Capitol Hwy	Northbound	-215	-9%	-32	-14%	-33	-14%	0
		Southbound	-327	-13%	24	9%	-59	-26%	1
	SW Shattuck south of Downs View (control)	Northbound	-5	0%	15	12%	31	32%	2
		Southbound	185	12%	32	32%	34	21%	0

¹³ AM Peak: 8AM – 9AM

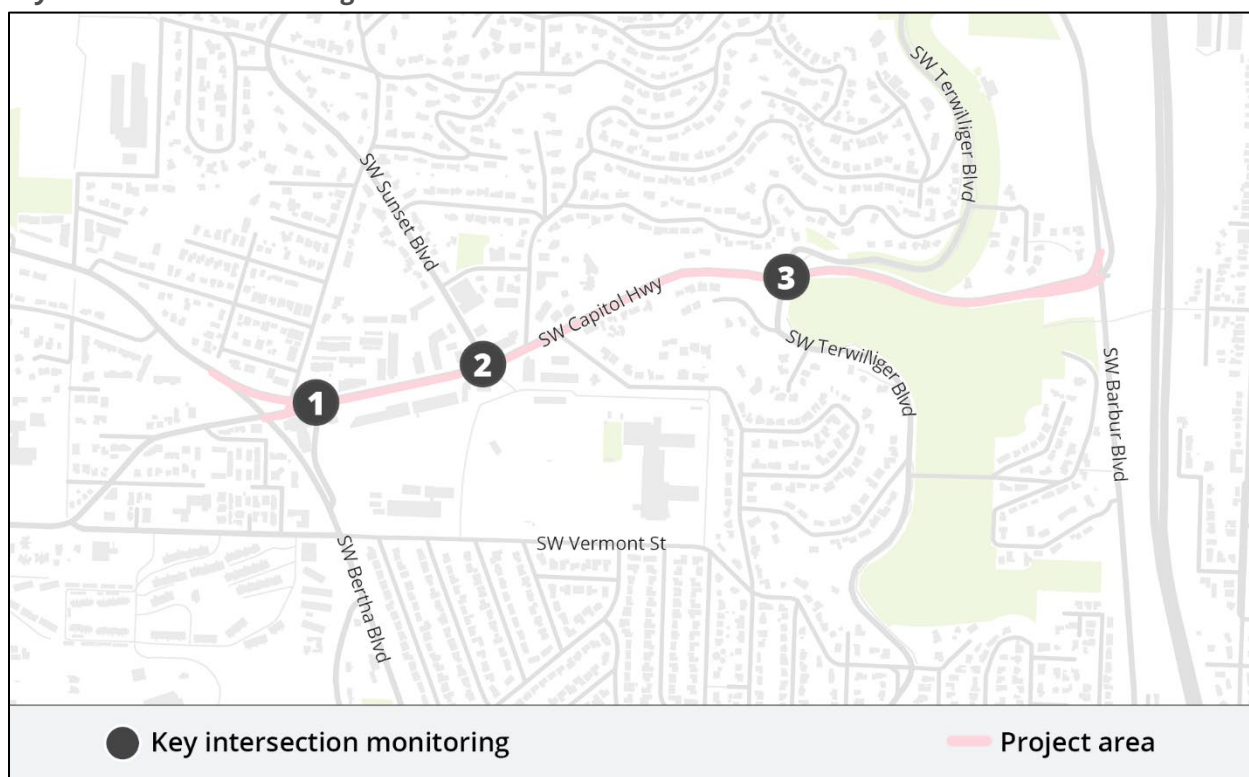
¹⁴ PM Peak: 5PM – 6PM

¹⁵ Speed refers to 85th percentile speed differences from pre-construction to 3-months post-construction.

Key Intersections

By monitoring intersection operations, PBOT is working to identify major changes to turning movements or any potential operational issues. Field observations have been conducted in addition to counts for identification and verification of delay or problematic queue lengths. We also observed the behavior of people driving while in the project area, in order to flag any early signs of unwanted behavior.

Key Intersection Monitoring Locations



Field observations

PBOT conducted field observations in Fall 2022 after implementation of the SW Capitol Highway Rose Lane Project was completed. We conducted these observations in order to see how the project corridor was operating after construction, as well as to investigate community feedback about longer traffic queues and excessive delays.

During morning observations:

- **The majority of traffic queues were cleared within existing traffic signal green time,** though we did observe 3 occasions where the full traffic queue did not clear.
- **We observed the vast majority of people driving using the Business Access and Transit (BAT) lanes as intended,** though a few vehicles used the BAT lane to continue straight through the corridor in the BAT lane eastbound between SW Bertha Boulevard and SW Sunset Boulevard. Most of these vehicles appeared to turn right at SW Sunset Boulevard to access Ida B. Wells High School.
- **No crashes or near misses were observed.**

During PM Peak Hour observations:

- **Significant queuing was observed at SW Terwilliger Boulevard and SW Capitol Highway**, with the westbound traffic queue extending nearly to SW Barbur Boulevard.
- **A traffic queue at SW Sunset Boulevard and SW Capitol Highway was contributing to eastbound queue length at SW Terwilliger Boulevard and SW Capitol Highway** for a portion of the PM Peak hour.
- **We observed the vast majority of people driving using the Business Access and Transit (BAT) lanes as intended**, though a few vehicles used the BAT lane to continue through the intersection of SW Terwilliger Boulevard and SW Capitol Highway.
- **No crashes or near misses were observed.**

1. PM Peak Turning Movement Counts at Intersection of SW Bertha Blvd and SW Capitol Hwy

Direction	Pre-Construction	Post-Construction	Change	
			#	%
Northbound Right	77	125	48	62%
Southeast-bound Through <i>(from Beaverton Hillsdale Hwy to Capitol Hwy)</i>	519	613	94	18%
Southeast-bound Right <i>(from Beaverton Hillsdale Hwy to Bertha Ct)</i>	14	5	-9	-64%
Eastbound Through	229	262	33	14%
Eastbound Right	9	6	-3	-33%
Westbound Left	66	59	-7	-11%
Westbound Through	364	236	-128	-35%
Westbound Right <i>(from Capitol Hwy to Beaverton Hillsdale Hwy)</i>	668	559	-109	-16%
TOTALS	1946	1865	-81	-4%

2. PM Peak Turning Movement Counts at Intersection of SW Sunset Blvd and SW Capitol Hwy

Direction	Pre-Construction	Post-Construction	Change	
			#	%
Northbound Left	57	42	-15	-26%
Northbound Through	28	39	11	39%
Northbound Right	21	42	21	100%
Southbound Left	98	125	27	28%
Southbound Through	45	38	-7	-16%
Southbound Right	105	111	6	6%
Eastbound Left	118	123	5	4%
Eastbound Through	717	689	-28	-4%
Eastbound Right	59	37	-22	-37%
Westbound Left	31	17	-14	-45%
Westbound Through	972	695	-277	-28%
Westbound Right	101	64	-37	-37%
TOTALS	2352	2022	-330	-14%

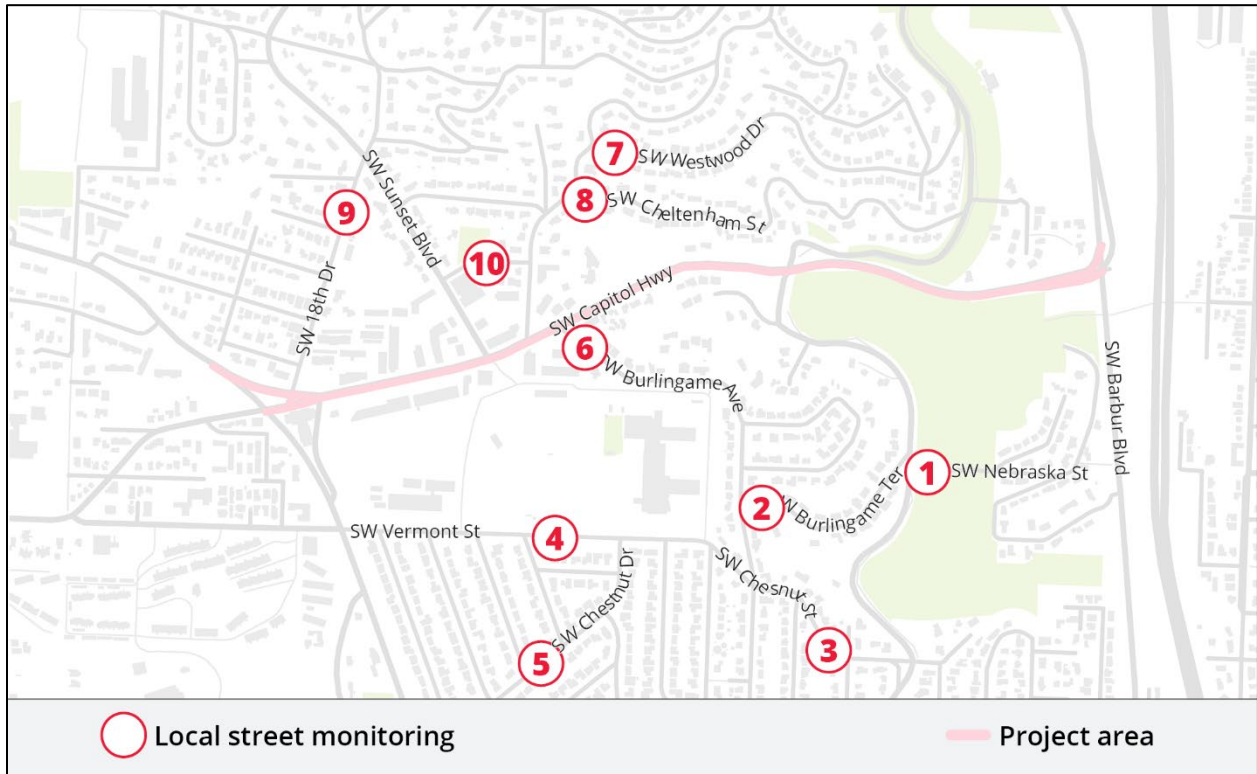
3. PM Peak Turning Movement Counts at Intersection of SW Terwilliger Blvd and SW Capitol Hwy

Direction	Pre-Construction	Post-Construction	Change	
			#	%
Northbound Left	86	72	-14	-16%
Northbound Through	60	68	8	13%
Northbound Right	17	11	-6	-35%
Southbound Left	10	12	2	20%
Southbound Through	137	169	32	23%
Southbound Right	197	156	-41	-21%
Eastbound Left	67	57	-10	-15%
Eastbound Through	604	568	-36	-6%
Eastbound Right	91	60	-31	-34%
Westbound Left	7	14	7	100%
Westbound Through	732	578	-154	-21%
Westbound Right	17	10	-7	-41%
TOTALS	2025	1775	-250	-12%

Local Streets

PBOT cares about local streets and prioritizes them for both residential access and the comfort and safety of people walking, biking, and rolling. We understand the importance of lower traffic volumes and lower speeds on local streets, particularly when roadways are shared among all users or near schools. Local streets provide local access and circulation for motor vehicle traffic, while often functioning as through routes for pedestrians and people bicycling. These streets are not designed for through motor vehicle traffic or to serve as alternative routes to arterial and collector streets.

Local Street Monitoring Locations



Local Street Traffic Count Differences, Pre-Construction vs. Post-Construction (3-month)

#	Location	Daily Traffic		Total Daily Traffic (3-month)
		#	%	
1	SW Nebraska St east of Terwilliger Blvd	-11	-4%	298
2	SW Burlingame Terr west of Terwilliger Blvd	29	22%	161
3	SW Chestnut St west of Terwilliger Blvd	-19	-3%	644
4	SW Vermont St west of Chestnut Dr	-154	-7%	2104
5	SW Chestnut Dr east of 13 th Ave	25	4%	675
6	SW Burlingame Ave south of Capitol Hwy	-211	-40%	317
7	SW Westwood Dr east of Cheltenham Ct	-50	-16%	258
8	SW Cheltenham St east of Cheltenham Ct	31	22%	174
9	SW 18 th Dr south of Sunset Blvd	-23	-3%	755
10	SW Dewitt St west of Cheltenham Ct ¹⁶	-252	-22%	887

¹⁶ SW Dewitt St west of Cheltenham Ct was added to the monitoring plan after the project pre-construction data was collected. No 2022 pre-construction data was collected for this location. Therefore, 3-month post-construction data is compared to the latest previous counts collected (in 2009) and thus does not necessarily reflect project impacts.

Local Street Traffic Count and Speed Directional Differences, Pre-Construction vs. Post-Construction (3-month)

Location	Direction	Daily Traffic		AM Peak ¹⁷		PM Peak ¹⁸		Speed ¹⁹
		#	%	#	%	#	%	#
SW Nebraska St east of Terwilliger Blvd	Westbound	-8	-5%	-9	-47%	0	0%	1
	Eastbound	-3	-2%	-1	-10%	0	0%	-1
SW Burlingame Terr west of Terwilliger Blvd	Westbound	29	47%	3	60%	9	300%	2
	Eastbound	0	0%	0	0%	3	75%	0
SW Chestnut St west of Terwilliger Blvd	Westbound	5	2%	6	9%	-1	-3%	0
	Eastbound	-24	-7%	-12	-17%	-10	-34%	1
SW Vermont St west of Chestnut Dr	Westbound	-75	-6%	-3	-1%	-48	-33%	1
	Eastbound	-79	-8%	1	0%	-46	-39%	0
SW Chestnut Dr east of 13 th Ave	Westbound	16	6%	8	10%	-9	-43%	1
	Eastbound	9	2%	7	6%	-1	-5%	1
SW Burlingame Ave south of Capitol Hwy	Northbound	-177	-56%	-13	-50%	-21	-75%	2
	Southbound	-34	-16%	-2	-12%	0	0%	-2
SW Westwood Dr east of Cheltenham Ct	Westbound	-6	-4%	0	0%	4	57%	-3
	Eastbound	-44	-26%	11	110%	0	0%	-1
SW Cheltenham St east of Cheltenham Ct	Westbound	12	15%	10	167%	6	200%	0
	Eastbound	19	31%	4	133%	-1	-20%	-3
SW 18 th Dr south of Sunset Blvd	Northbound	-34	-8%	-1	-3%	9	38%	2
	Southbound	11	3%	-2	-6%	-18	-42%	-1
SW Dewitt St west of Cheltenham Ct ²⁰	Westbound	-82	-15%	10	45%	-4	-6%	0
	Eastbound	-170	-29%	1	5%	-12	-20%	0

¹⁷ AM Peak Hour: 8AM – 9AM

¹⁸ PM Peak Hour: 5PM – 6PM

¹⁹ Speed refers to 85th percentile speed differences from pre-construction to 3-months post-construction.

²⁰ SW Dewitt St west of Cheltenham Ct was added to the monitoring plan after the project pre-construction data was collected. No 2022 pre-construction data was collected for this location. Therefore, 3-month post-construction data is compared to the latest previous counts collected (in 2009) and thus does not necessarily reflect project impacts

Video Data

In response to community concerns about vehicle access to business driveways along SW Capitol Highway after construction, PBOT added video data collection and analysis to the planned monitoring and mitigation approach. The video data focuses on a segment of driveways and Rose Lanes along the south side of SW Capitol Highway between SW Bertha Boulevard and SW Sunset Boulevard.

Review and analysis of the video data will allow us to count vehicles entering and exiting driveways to the Southern Hillsdale Shopping Center. We will also monitor vehicle movements and behavioral patterns to better understand:

- How people driving are navigating the BAT lanes when entering or exiting driveways
- Interactions between people driving, people bicycling, and pedestrians
- Interactions between vehicles and buses
- General behavior of all users to flag any signs of unwanted behavior

Video data was not collected prior to the installation of the SW Capitol Highway Rose Lane Project. While post-construction video data has been collected, analysis of this data is time consuming due to the qualitative nature of much of the analysis. We are currently working through review of the video, and we will be able to report the data alongside our next round of monitoring data reporting in Summer 2023.

We plan to collect more video data in the next round of traffic monitoring, which is planned for late Spring 2023. The comparison between the two time periods will help us understand longer term impacts of the SW Capitol Highway Rose Lane Project and identify and implement mitigation responses as needed.

Mitigation

PBOT has a variety of tools to mitigate operational issues or unacceptable impacts in the project area, and these tools may be deployed depending on the nature and severity of an impact. Potential mitigation tools for major streets, key intersections, and local streets are described in the [SW Capitol Highway Impact Monitoring and Mitigation Memo](#).

To address already-observed operational issues at key intersections, we have implemented traffic signal timing adjustments. We are also advancing upgrades to traffic signal detection at those intersections to support real-time adjustments to traffic signal timing that support traffic flow during peak hours. We will consult with local stakeholders on the potential use of mitigation tools to address any issues identified on local streets.

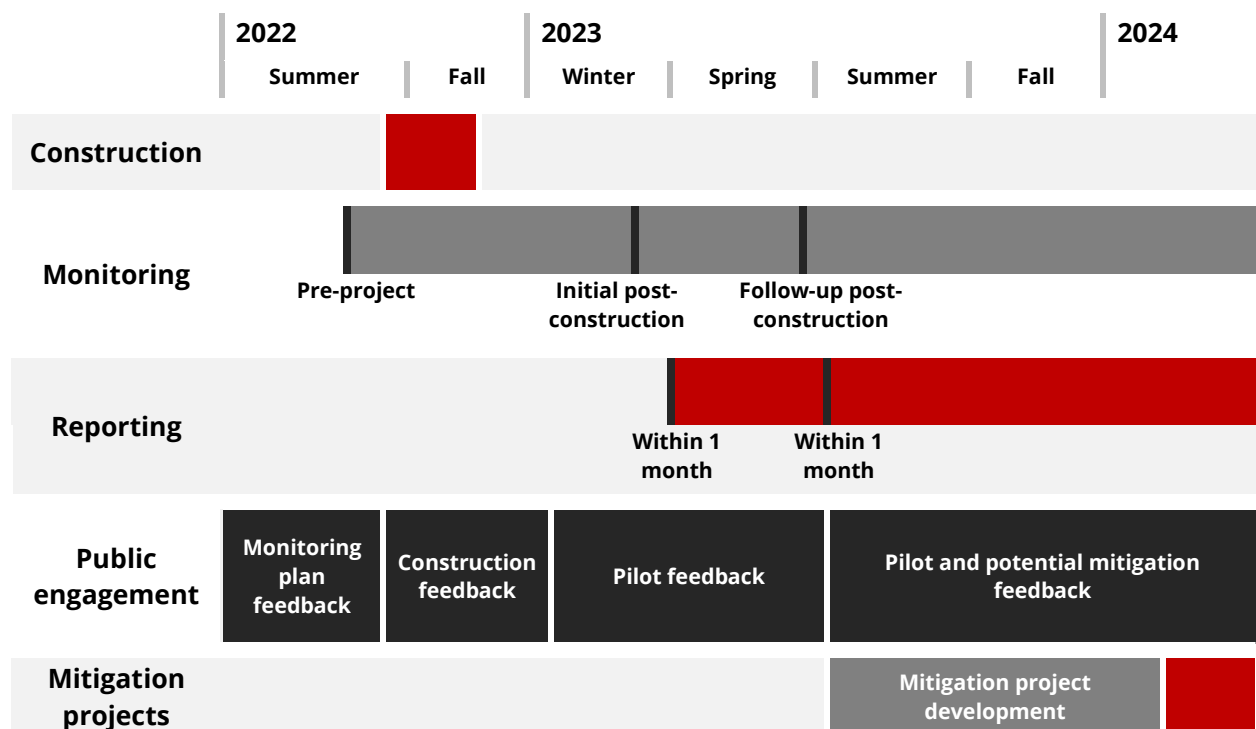
Schedule

PBOT has conducted monitoring both prior to construction and after construction as planned. We are also committed to collecting six-month post construction data, and we may conduct more monitoring if needed during the pilot phase of this project.²¹ We welcome feedback on our reporting, interpretation, and any potential mitigation tools identified.

We will continue to report information via the [SW Capitol Highway Rose Lane Project website](#), email updates to interested parties, and through community meetings as necessary. We also plan to offer presentations to community groups after the follow-up post-construction monitoring data collection and assessment have been completed in Summer 2023.

The expected timeline for project implementation, including continued monitoring and mitigation during the pilot phase, is below:

Expected SW Capitol Highway Rose Lane Pilot Phase Timeline



²¹ The pilot phase is expected to be three to five years, but PBOT may make a successful Rose Lane pilot permanent sooner. Post-project monitoring may inform how long the pilot phase should last and what modifications are needed to make the project permanent.