



**METRO**

**MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

**DATE: June 8, 2006**

**TIME: 7:30 A.M.**

**PLACE: Council Chambers, Metro Regional Center**

<b>7:30</b>	<b>CALL TO ORDER AND DECLARATION OF A QUORUM</b>	<b>Rex Burkholder, Chair</b>
<b>7:35</b>	<b>INTRODUCTIONS</b>	<b>Rex Burkholder, Chair</b>
<b>7:40</b>	<b>CITIZEN COMMUNICATIONS</b>	
<b>7:45</b>	<b>CONSENT AGENDA</b>	<b>Rex Burkholder, Chair</b>
	* Consideration of JPACT minutes for May 11, 2006	
	<b>COMMENTS FROM THE CHAIR</b>	<b>Rex Burkholder, Chair</b>
	* ➤ Status Report on <i>ConnectOregon</i>	
	<b>ACTION ITEMS</b>	
<b>7:50</b>	* Resolution 06-3661, For the Purpose of Approving a Work Program For The 2035 Regional Transportation Plan Update and Authorizing The Chief Operating Officer To Amend Contract No. 926975– <u>APPROVAL REQUESTED</u>	<b>Kim Ellis</b>
<b>8:10</b>	* Resolution 06-3704, For the Purpose of Determining The Consistency Of The Locally Preferred Alternative For The Interstate 5, Delta Park to Lombard Project With The Regional Transportation Plan And Recommending Approval By The Oregon Department Of Transportation – <u>APPROVAL REQUESTED</u>	<b>Mark Turpel</b>
<b>8:20</b>	* Resolution 06-3663, For the Purpose of Proposing A List Of Highway Modernization Projects To Receive Funding In The 2008-11 State Transportation Improvement Program (STIP)– <u>APPROVAL REQUESTED</u>	<b>Ted Leybold</b>
	<b>INFORMATION ITEMS</b>	
<b>8:45</b>	* Eastside Transit Alternatives Analysis Update – <u>INFORMATION</u>	<b>Mark Turpel</b>
	<b>OTHER COMMITTEE BUSINESS</b>	<b>Rex Burkholder, Chair</b>
<b>9:00</b>	<b>ADJOURN</b>	<b>Rex Burkholder, Chair</b>

\* Material available electronically.  
 \*\* Material to be emailed at a later date.  
 # Material provided at meeting.  
 All material will be available at the meeting.



**METRO**

**Joint Policy Advisory Committee on Transportation**

**MINUTES**

May 11, 2006

7:30 a.m. – 9:00 a.m.

Council Chambers

MEMBERS PRESENT

AFFILIATION

Rod Park, Vice Chair	Metro Council
Brian Newman	Metro Council
Sam Adams	City of Portland
Bill Kennemer	Clackamas County
Rob Drake	City of Beaverton, representing Cities of Washington County
Dick Pedersen	Oregon Department of Environmental Quality (DEQ)
Lynn Peterson	City of Lake Oswego, representing Cities of Clackamas County
Fred Hansen	TriMet
Jason Tell	Oregon Department of Transportation (ODOT - Region 1)
Roy Rogers	Washington County
Paul Thalhofer	City of Troutdale, representing Cities of Multnomah County

ALTERNATES PRESENT

AFFILIATION

Chuck Becker	City of Gresham, representing Cities of Multnomah County
Susie Lahsene	Port of Portland
Dean Lookingbill	Southwest Washington Regional Transportation Council

OTHER COUNCILORS PRESENT

Jef Dalin	City of Cornelius
John Hartsock	City of Damascus

GUESTS PRESENT

AFFILIATION

Kenny Asher	City of Milwaukie
Scott Bricker	Bicycle Transportation Alliance
Kathy Busse	Washington County
Danielle Cowan	City of Wilsonville
Marianne Fitzgerald	DEQ
Cam Gilmour	Clackamas County
Tom Markgraf	CRC
Tom Miller	City of Portland
Ron Papsdorf	City of Gresham
Deborah Redman	HDR

Karen Schilling  
Paul Smith  
David Zagel

Multnomah County  
City of Portland  
TriMet

## STAFF

Andy Cotugno, Kim Ellis, Tom Kloster, Ted Leybold, Jessica Martin, Robin McArthur, John Mermin, Kathryn Sofich, Randy Tucker

### 1. CALL TO ORDER

Vice Chair Rod Park declared a quorum and called the meeting to order at 7:32 a.m.

### II. INTRODUCTIONS

There were none.

### III. CITIZEN COMMUNICATIONS

There were none.

### IV. CONSENT AGENDA

#### **Consideration of minutes for the April 13, 2006 JPACT meeting**

#### **Resolution No. 06-3694, For the Purpose of Amending the 2006-09 Metropolitan Transportation Improvement Program to Add New Projects Receiving Funding From SAFETEA-LU and From an Award of The State Transportation Enhancements Discretionary Funds**

ACTION: Councilor Lynn Peterson moved, seconded by Commissioner Bill Kennemer to approve the Consent Agenda. The motion passed.

### V. ACTION ITEMS

#### **Resolution No. 06-3695, For the Purpose of Recommending Approval of the Draft 2006 Portland-Vancouver Ozone Maintenance Plan**

Mr. Dick Pedersen appeared before the committee to present Resolution 06-3695, which would ensure that federal regulations are met and air quality standards maintained. The Portland area has exceeded federal clean air standards for ground level ozone (summertime smog) as recently as 1998. In 1996, the Oregon Department of Environmental Quality (DEQ) and the Southwest Clean Air Agency (SWCAA) developed Ozone Maintenance Plans for the Portland-Vancouver Air Quality Maintenance Area (AQMA) that included several strategies to reduce air pollutants and ensure compliance with ozone standards. These strategies were successful in reducing smog-forming emissions and no violations of the ozone standard have occurred in the Portland-Vancouver area since 1998. The 2006 maintenance plan continues the same strategies adopted for the Portland-Vancouver AQMA in 1996 to reduce and manage Volatile Organic Compounds (VOC) and Nitrogen Oxide (Nox) emissions. Mr. Pedersen presented a PowerPoint presentation (included as part of this meeting record), which included information on:

- Portland-Vancouver and Salem Ozone Maintenance Plan
- Ozone Formation
- Ozone Air Quality
- 2002 VOC and Nox Emissions
- Maintenance Strategies
- Proposed Rule Changes
- Proposed Contingency Plan
- Plan Adoption Schedule

With regard to the Ozone Plan, Mr. Andy Cotugno noted that TPAC members suggested that the vmt/capita measure remain substantially as proposed with triggers for reassessment should vmt per capita increase by the five percent trigger or more. However, they also suggested that the additional nominal numbers representing the absolute vmt per capita be deleted so that adjustments in the geography of the area where vmt per capita is measured is not tied to older data based on a smaller urban area.

Mr. Pedersen noted that TPAC's comments would be taken into consideration as the rules are developed.

ACTION: Mayor Rob Drake moved, seconded by Councilor Peterson, to approve Resolution No. 06-3695. The motion passed, with Mr. Pedersen abstaining.

## VI. INFORMATION / DISCUSSION ITEMS

### **2035 RTP Update: Draft Work Program**

Ms. Kim Ellis appeared before the committee to present an update on the 2035 RTP Update. She presented a PowerPoint presentation, which included information on the following:

- Federal and State Context of Metro's Regional Transportation Plan
- Regional Context of the 2040 Growth Concept
- New Look/RTP Connection
- Stakeholder Engagement
- Phase 1: Scoping
- Phase 2: Research and Policy Development
- Phase 3: System Development
- Phase 4: Adoption Process
- Post-Adoption: State and Federal Consultation
- Key Issues – Unfunded Gap
- Next Steps

Commissioner Kennemer noted that the committee has been talking for quite some time about the land use and transportation connection. However, he feels the conversation should be three fold to include a financial piece.

Mr. Fred Hansen stated that the committee should think of the RTP in a broader context and not get distracted by individual project discussions at this point.

Councilor Brian Newman agreed with Mr. Hansen and stated that policy objectives and measurable outcomes need to be identified prior to discussing the specific projects that support them.

Commissioner Sam Adams stated that the RTP update process should begin with a discussion of how the region is doing. He noted that the committee should be given quarterly progress reports on where we are at in the current RTP. He stated his feeling that the RTP doesn't look at decisions made within local

communities and that the RTP seems to be more about how the Federal and State monies are spent rather than the management of the regional transportation system.

Mr. Hansen noted that each jurisdiction must have a local TSP (Transportation System Plan) but questioned the level of review done to ensure that all the jurisdictions TSPs are in compliance / alignment with the RTP. Mr. Cotugno responded that Metro participates with each jurisdiction as they develop and adopt their plans. Ms. Susie Lahsene added that while Metro is involved, the local plan adoptions are not in sync with the RTP update and there could be 2-3 years lag time between plan adoptions.

In response to Commissioner Adams comments regarding the RTP, Mr. Cotugno stated that while the MTIP and STIP decisions are about carving up the money, the RTP is intended to cover the full system and all the resources that go into the system. He added that the larger debate of determining the best way to meet the needs for the entire system on a regional scale has to date, not occurred.

Mr. Hansen reiterated that the committee should be talking more about outcomes and what our communities and the region should look like before directing staff. He noted that it is too much to ask to have an RTP created by staff alone without discussing the desired outcomes. Ms. Ellis responded that on page 5 of the discussion draft distributed to the group, the next task of Phase II, is to develop an outcomes-based evaluation framework concurrently with identifying a set of performance measures.

Vice Chair Park asked committee members to review the discussion draft report and direct comments to Ms. Ellis so that they may be incorporated.

### **Region 1 Draft STIP: Public Comment Summary, Draft Schedule, Process and Evaluation Factors**

Mr. Ted Leybold and Ms. Ludwien Rahman appeared before the committee to present information on the Region 1 Draft STIP. As the next step in the process Ms. Rahman and Mr. Leybold will evaluate the projects on the 150% list as well as the additional projects requested during the public comment period against the criteria that the Oregon Transportation Commission has adopted.

Ms. Rahman explained ODOT got to the 150% list by looking at the following:

- Past commitments
- Consistence with acknowledged Transportation System Plan
- Project Need – 2004-09 projects as highest priority, 2016-25 as lowest
- Available Funds – staff eliminated projects or project phases over \$30-50million
- Leverage – staff identified projects with federal earmarks and/or alternative funding sources
- Freight – ODOT staff considered freight criteria including the Oregon Freight Advisory Committee (OFAC) list of priority projects
- Oregon Highway Plan support
- Project-readiness
- Geographic distribution – considered equity between Metro vs. non-Metro jurisdictions and between counties within Metro

In order to arrive at the 100% list, Mr. Leybold noted that ODOT and Metro staff would prepare a matrix applying the Oregon Transportation Commission (OTC) prioritization criteria to the projects on the 150% list and to other projects proposed in comments submitted to ODOT during the recent comment period. Staff proposes to apply the criteria to projects in the Metro area in a manner that addresses both OTC and local prioritization criteria with a qualitative technical evaluation by ODOT and Metro Staff.

On June 8<sup>th</sup>, JPACT will be presented with a 100% list recommendation from TPAC. Upon JPACTs approval, the project list will be presented to the Metro Council on June 29<sup>th</sup>.

He directed the committee's attention to page 3 of the handout (included as part of the meeting record), which listed a set of evaluation factors consistent with the OTC criteria as well as incorporating factors of regional and local concern.

MOTION: Commissioner Roy Rogers moved, seconded by Commissioner Kennemer that JPACT direct Metro Staff and TPAC to emphasize the following when developing a recommendation for the 100% Mod list:

- Concentrate projects on meeting the OTC's six-prioritization criteria
- Focus the Mod program on P.E., ROW and Construction, and
- Address mounting congestion problems in high growth areas of the region

Given the criteria listed on page 3 are structured around the OTC criteria, Mr. Cotugno suggested removing the first bullet, adding the second bullet point to the Project Readiness category and the third bullet point the Oregon Highway Plan support criteria.

MOTION TO AMEND MAIN MOTION: Commissioner Rogers moved to amend the motion to remove the first bullet point and add the second and third bullet points to the criteria as stated above.

The committee discussed the meaning of and how to interpret the third bullet point.

MOTION AS AMENDED BY FRIENDLY AMENDMENT: Commissioner Rogers moved, seconded by Commissioner Kennemer, to amend the third bullet point reflect the following:

- Address mounting ~~congestion~~ problems in high ~~growth~~ congestion areas of the region

Mr. Hansen noted that while satisfactory in the context of this discussion, the criteria suggested by Commissioner Rogers seem very highway/road oriented he wouldn't want them to become the criteria for future decisions.

CALL FOR THE QUESTION: Vice Chair Rod Park called for the question.

Without further discussion, the committee voted on the motion under consideration as amended.

VOTE: The motion passed.

### ***ConnectOregon* Status Report**

Ms. Bridget Wieghart appeared before the committee and presented a brief status report on *ConnectOregon*. She noted that the process is moving along well and there are a lot of projects in the region. Currently, the projects are being prioritized. Ms. Wieghart distributed a Region 1 project evaluation matrix and application scoring results (included as part of this meeting record) and asked that comments be directed to her.

### VII. ADJOURN

There being no further business, Vice Chair Rod Park adjourned the meeting at 9:11 a.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary

# *ConnectOregon* Region 1 Review Committee

May 19, 2006

Julie Rodwell  
Freight Mobility Section Manager  
Oregon Department of Transportation  
555 13<sup>th</sup> Street NE, Suite 2  
Salem, Oregon 97301

Re: Project Prioritizations for Region 1 *ConnectOregon* Applications

Dear Ms. Rodwell:

It is with pleasure that the *ConnectOregon* Region 1 Committee submits the following recommendations for consideration and further deliberations. This specially-formed 15-person committee represents a broad spectrum of both public and private stakeholders. We carefully reviewed the project applications, met three times as a full committee, and had numerous other conversations so that we could provide a thoughtful recommendation within the timeline provided.

## **Statewide Project Allocations**

As you know, Region 1 encompasses a large portion of the state's population and an even larger percentage of the state's economic activity and related transportation infrastructure. Because the effectiveness and efficiency of the transportation infrastructure in and around Portland affects the entire state, we could easily have recommended projects that would consume the entire \$25 million. However, the Committee also recognizes that the other regions have transportation needs, and it is our hope that we, together, will support a final list that addresses critical links across the state.

Our committee recommends that four projects (the loan portion of 086-06, Ramsey Rail Yard; 087-06, T-6 Crane; 095-06, reduced request for T-4 in-water work only; and 080-06, Port Westward) be funded via the statewide allotment. (Please note that the Port of Portland has withdrawn its request for 088-06, the Third Lead to T-4 reflecting deferral of the immediate need due to longer-term negotiations.)

We believe these projects most definitely reflect the statewide intent of the *ConnectOregon* program because they create freight-related infrastructure that serves the agricultural and industrial bases statewide. In the case of the two Port of Portland marine projects, both provide infrastructure (crane and barge berth) that improve market access or support the agriculture industries in the Willamette Valley and Eastern Oregon; the forest industry statewide; and the industrial and commercial businesses in Region 1. The Port of Portland Ramsey Rail Yard

project provides a system-wide benefit that ripples through to both Class 1 carriers' systems and the businesses that use them. The improvement will both reduce congestion and improve velocity on the rail system serving the state which is a key factor in our competitiveness nationally. The fourth statewide project, Port Westward Energy Park, will provide alternative fuels (gasified coal and ethanol) to help serve the energy needs of the entire state.

As noted on the attached table, the total for these four projects is \$13,900,000. This is an appropriate allocation for Region 1, given its relative size and importance to the state's economy. Should the Consensus Committee, or eventually the Oregon Transportation Commission, decide to grant only a portion of our requested statewide funding, then the unfunded portion of these projects would become the Committee's top-ranked priority for regional funding.

### **Regional Project Allocations**

Our regional request includes 8 marine, rail and transit projects from Clackamas, Columbia, Washington and Multnomah Counties. Collectively, these projects will significantly reduce transportation costs for Oregon businesses and improve the utilization and efficiency of the statewide, multimodal transportation system. Should any of the recommended projects be removed or reduced, the attached list shows our Committee recommendations for alternate projects, in rank order.

### **Summary**

Our state and the region have many needs, yet we also have limited resources. Because the number of good projects exceeded *ConnectOregon* available funds, the committee sought alternative funding. A good example is the Oregon Iron Works project, where the Committee has been able to leverage local (Clackamas County) funds so as to make the proposed project a reality.

This Committee is committed to working with the OTC and the 2007 Oregon Legislature to promote, adopt, and fund *ConnectOregon* II. We also see a need for greater specificity from the OTC as it relates to criteria for small as compared with large projects and comparing different modes when trying to achieve economic development objectives.

Sincerely,

A handwritten signature in black ink, appearing to read "Ann Gardner", with a long, sweeping horizontal stroke extending to the right.

Ann Gardner  
*ConnectOregon* Region 1 Committee Chair

cc: Cary Goodman, Region 1 Committee Staff



## Connect Oregon Region 1 Review Committee Project Recommendations

Application Number	Project Name	Total Connect Oregon Funds Requested (\$)	Region 1 Review Committee Rank	Comments
<b>Statewide Requests</b>				
086-06	Port of Portland - Ramsey Rail Yard loan	\$ 2,000,000	1	The \$2M is the loan portion of this project (see Regional requests below for grant portion).
087-06	Port of Portland - Terminal 6 Crane	\$ 7,500,000	2	
095-06	Port of Portland - T-4 Barge	\$ 2,400,000	3	Original grant request was \$7.5M. Scope & grant request (\$2.4M) have been reduced to include only in-water work.
080-06	Port of St. Helens - Port Westward Improvements	\$ 2,000,000	4	Original grant request was \$4M but has been reduced to \$2M.
		<b>\$ 13,900,000</b>		
<b>Regional Priority Requests</b>				
086-06	Port of Portland - Ramsey Rail Yard Grant	\$ 4,800,000	1	The \$4.8M is the grant portion of this project (see Statewide requests above for loan portion).
040-06	Teevin Bros - Mooring Dolphin Addition	\$ 223,100	5	
059-06	Portland & Western RR - Tigard Rail Switching Yd.	\$ 2,951,171	6	
093-06	Port of Tillamook Bay - RR track replacement	\$ 568,802	7	Preserves important corridor.
055-06	City of Portland Streetcar Lowell Ext. - S. Waterfront	\$ 2,100,000	8	
038-06	City of Sandy Transit Operations Facility	\$ 800,000	9	Savings will fund more service.
062-06	Portland and Western RR - Seghers Branch RR upgrade	\$ 2,500,000	10	Ranking reflects discussion. Original grant request \$3.5M has been reduced to \$2.5M.
071-06	Gresham Redevelopment Commission / Tri-Met - 188 <sup>th</sup> Street Light Rail Station Reconstruction	\$ 1,500,000	11	Original grant reduced from \$2.1M to \$1.5M; reflects increased local match.
		<b>\$ 15,443,073</b>		
<b>Alternate Regional Requests or for Further Consideration</b>				
039-06	Oregon Iron Works (rail)	\$ 600,000	12	Clackamas County has other source of funding.
098-06	Vigor Industrial LLC - Dry Dock Retrofit	\$ 1,300,000	13	
082-06	Vigor Industrial LLC - Swan Is. Lead Rail Track	\$ 1,141,000	14	
076-06	Blue Planet Logistics LLC - Oregon Plant Project	\$ 510,000	15	
003-06	City of Wilsonville/ South Metro Area Rapid Transit (SMART)	\$ 2,316,585	16	
068-06	City of Oregon City Trolley - additional car	\$ 166,480	17	
007-06	Hood River County Transportation District * - Transit Operations Center	\$ 550,288	18	
079-06	Regional Maritime Security Coalition	\$ 1,226,667	19	
054-06	Cogent Corporation	\$ 7,340,000	20	
021-06	Port of Cascade Locks Marine Park Entrance	\$ 1,718,000	21	
		<b>\$ 16,869,020</b>		

BEFORE THE METRO COUNCIL AND THE CONTRACT REVIEW BOARD

FOR THE PURPOSE OF APPROVING A WORK	)	RESOLUTION NO. 06-3661
PROGRAM FOR THE 2035 REGIONAL	)	
TRANSPORTATION PLAN UPDATE AND	)	Introduced by Councilor Rex
AUTHORIZING THE CHIEF OPERATING	)	Burkholder, Councilor Brian Newman
OFFICER TO AMEND CONTRACT NO. 926975	)	and Councilor Rod Park

WHEREAS, Metro initiated an update to the Regional Transportation Plan (RTP) with approval of Resolution 05-3610A for the Purpose of Issuing a Request for Proposals to Develop a Work Scope for an Expanded 2005-08 Regional Transportation Plan Update that Incorporates the “Budgeting for Outcomes” Approach to Establishing Regional Transportation Priorities on September 22, 2005; and

WHEREAS, the RTP is the federally recognized transportation policy for the metropolitan region and threshold for all federal transportation funding in the region that must be updated every four years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Goal 12 Transportation, as implemented through the Transportation Planning Rule, and must be updated every 5 to 7 years; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, it is Metro’s intent to integrate this update to the RTP with the New Look regional planning process and consolidate periodic updates to the RTP to meet applicable federal, state and regional planning purposes; and

WHEREAS, Metro was awarded a Transportation & Growth Management Grant for the 2005 – 2007 Biennium to prepare a regional plan for freight and goods movement and recommendations from this planning effort will be forwarded for consideration as part of the RTP update; and

WHEREAS, the most recent update to the RTP was completed in March 2004 and the next federal update must be completed by March 2008 to provide continued compliance with federal planning regulations and ensure continued funding eligibility of projects and programs using federal transportation funds; and

WHEREAS, the federal update requires the development of a “financially constrained” system of improvements that meet regional travel demand, yet are constrained to reasonably anticipated funding levels during the 20-year plan period; and

WHEREAS, the recently adopted RTP contains a large shortfall between the “financially constrained” and “preferred” systems of improvements such that implementation of all RTP projects would cost more than twice the anticipated funding; and

WHEREAS, the first phase of the update included a formal scoping period to build agreement on the overall approach for the RTP update and develop a work program to guide the process; and

WHEREAS, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), Metro Technical Advisory Committee (MTAC), Transportation Policy Advisory Committee (TPAC), the Regional Travel Options (RTO) Subcommittee of TPAC and the Bi-State Transportation Committee and other elected officials, city and county staff, and representatives from the business, environmental, and transportation organizations from the Portland-Vancouver metropolitan region discussed key issues to be addressed as part of this update; and

WHEREAS, Metro and the Consultant team prepared a draft work program that responds to key issues identified during the discussions that was released for review from May 10, 2006 through May 24, 2006; and

WHEREAS, the technical and policy development component of the work program seeks to create a streamlined plan that better advances regional policies, public priorities and local efforts to implement the 2040 Growth Concept given rapid population growth and significant fiscal constraints in the region; and

WHEREAS, the public participation plan component of the work program seeks to actively engage and consult with transportation system providers, public agencies, business groups, community organizations, advocacy groups, state and federal resource agencies and the general public (including traditionally under-represented groups) in plan development through the use of targeted, yet representational outreach techniques; and

WHEREAS, the Metro Committee for Citizen Involvement reviewed the public participation plan component of the work program on June 7, 2006; and

WHEREAS, a revised work program that responds to comments received from Metro Advisory Committees, Federal Highway Administration Division Office staff and Federal Transit Administration Regional Office staff is set forth in Exhibit A; and

WHEREAS, the Metro Council authorizes the Chief Operating Officer to have staff amend Metro Contract No. 926975, Amendment #2, for additional time, budget and scope for consulting services identified in Exhibit A, for the period from February 17, 2006 to June 30, 2007, not-to-exceed \$410,000; now, therefore;

BE IT RESOLVED:

1. The Metro Council approves the 2035 RTP Update work program, identified in Exhibit A, which Metro will use to create an updated RTP that responds to the New Look policy direction and prioritizes transportation investments to best meet desired outcomes within fiscal constraints.
2. The Metro Council authorizes the Chief Operating Officer to have staff amend Metro Contract No. 926975, Amendment #2, for additional time, budget and scope for consulting services identified in Exhibit A, for the period from February 17, 2006 to June 30, 2007, not-to-exceed \$410,000.

ADOPTED by the Metro Council this 15th day of June 2006.

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney



METRO

## 2035 REGIONAL TRANSPORTATION PLAN UPDATE

# WORK PROGRAM

## BACKGROUND

Metro is starting the first significant update to the Portland metropolitan region's long-range transportation plan in six years.<sup>1</sup> This is the first major update to the Regional Transportation Plan (RTP) since 2000, which was the first truly multi-modal plan to fully embrace the policies and vision for 2040 Growth Concept. The RTP serves as the threshold for all federal transportation funding in the Portland metropolitan region. As the federally designated Metropolitan Planning Organization (MPO), Metro is responsible for coordinating the distribution of these funds through the RTP and Metropolitan Transportation Improvement Program (MTIP). The region is experiencing unprecedented growth and increasing competition for limited funds. The current plan includes projects that would cost more than twice the anticipated funding. This update will involve a new approach to address these realities – an approach that uses desired outcomes to define, evaluate and prioritize the most critical transportation investments in the region and integrates land use, economic, environmental and transportation objectives in the context of the New Look.

This document is a work program for an update to the Regional Transportation Plan (RTP). It has two parts:

- The Technical Analysis Plan (TAP) addresses the *technical and policy development* components that will support the creation, evaluation, and adoption of a new 2035 Regional Transportation Plan (RTP).
- The Public Participation Plan (PPP) addresses *stakeholder engagement and outreach* components that will inform development, evaluation and adoption of an updated 2035 RTP.

Prepared by Metro staff and the ECONorthwest team<sup>2</sup>, the work program and public participation plan integrates with the overall New Look planning process, coordinates with development of a *Regional Plan for Freight and Goods Movement and Regional Transportation System Management and Operations Plan*, and responds to key technical, policy and process issues identified by the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) in March and by Regional Transportation Forum participants on April 20 as part of the Scoping Phase.<sup>3</sup>

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<sup>1</sup> There were minor updates in 2002 and 2003-04, designed to keep the RTP in compliance with state regulations and federal changes to transportation laws.

<sup>2</sup> ECONorthwest (ECO), Moore Iacofano Goltsman, Inc. (MIG), Kittelson and Associates (KAI), Siegel Consulting, and Moore Information.

<sup>3</sup> Readers wanting additional background information can go to <http://metro-region.org/rtp> (click on *2035 RTP Update* to go to

This document has four sections:

- **Overview of the RTP** provides context for the RTP update, summarizing Metro’s role in transportation planning and the decision-making framework that guides these activities, and the specific issues and objectives to be addressed as part of the 2035 RTP update.
- **Technical Analysis Plan** describes the major technical and policy development tasks to be completed during the 2035 RTP update. The tasks are organized by project phase.
- **Public Participation Plan** describes the stakeholder engagement and outreach components that will inform development of an updated 2035 RTP plan and support the decision-making role of the Metro Council, Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) and the participatory role of public agencies, other identified stakeholder groups and the general public.
- **Appendices** provide more detailed descriptions of elements referenced in the Overview section.

The work program and was reviewed and refined by Metro’s Advisory Committees prior to Metro Council approval.

## 1.0 OVERVIEW OF THE RTP

### WHAT IS A REGIONAL TRANSPORTATION PLAN?

Metropolitan areas with populations over 50,000 people are required by federal law to have a Metropolitan Planning Organization (MPO), and those organizations are required to prepare regional transportation plans that describe, among other things, how federal and state funds for transportation projects and programs will be spent. An MPO must create an RTP that identifies the transportation investments it will make with those funds for at least a 20-year planning period. The plan must be updated at least every four years.

The RTP is the threshold for all federal transportation funding in the region. Federal rules require the RTP to be financially constrained—that the estimated costs of the identified projects not exceed an estimate of revenues that are “reasonably anticipated to be available” for the plan period. A transportation project is eligible for federal transportation funds distributed through Metro if it is included in the financially constrained system and is consistent with federal air quality standards. Though there are many requirements (federal and state) and planning standards that affect the content of an RTP, it is fundamentally about making good choices about transportation investments that support the 2040 Growth Concept in the face of competition for limited funds.

### WHAT IS METRO’S ROLE IN TRANSPORTATION PLANNING

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro’s transportation planning activities are guided by a decision-making framework that consults and coordinates the perspectives of federal, state, regional and local government agencies, citizens and interest groups as part of the process.

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the project web page).

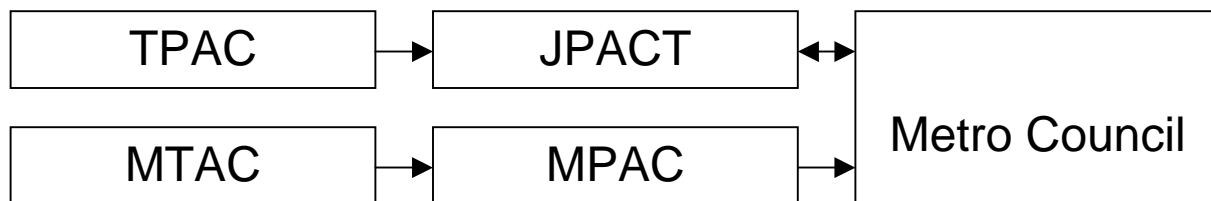
Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues. This broad spectrum of stakeholders is the primary focus of the public participation plan.

## REGIONAL CONSULTATION, COORDINATION AND DECISION-MAKING STRUCTURE

Metro facilitates this consultation, coordination and decision-making through four advisory committee bodies –the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). In addition, the Metro Committee for Citizen Involvement (MCCI) provides advice to the Metro Council on how to best engage residents in regional planning activities. **Figure 1** displays the regional transportation decision-making process.

*Figure 1.*

### Regional Transportation Decision-Making Process



*Source: Metro*

The 2035 RTP updating process will rely on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council will make recommendations at key decision points based on input from TPAC, MTAC, the Council-appointed Regional Freight Plan Task Force and the public participation process. SAFETEA-LU provisions also require additional consultation with state and federal resource agencies, and tribal groups not represented on Metro's existing committee structure. Opportunities for consultation with these groups will be identified in coordination with FHWA staff.

All transportation-related actions (including federal MPO actions) are recommended by JPACT to the Metro Council. The Metro Council can approve the recommendations or refer them back to JPACT with a specific concern for reconsideration. Final approval of each item, therefore, requires the concurrence of both bodies. Under state law, the RTP serves as the region's transportation system plan. As a result, the Metro Policy Advisory Committee (MPAC) also has a role in approving the regional transportation plan as a land use action, consistent with statewide planning goals and the Metro Charter.

The work program has been designed to build consensus on the 2035 RTP throughout the process. In the event that differences occur between MPAC and JPACT, joint MPAC/JPACT meetings will be held to discuss and reconcile differences on these and other critical policy issues. Opportunities to hold joint TPAC/MTAC workshops will also be identified throughout the process.

Finally, the *Regional Freight and Goods Movement Plan* element of the RTP update will also be guided by a Council-appointed 33-member Task Force and a Technical Advisory Committee (TAC).<sup>4</sup> Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region's long-range transportation system plan.

The roles and responsibilities and membership for each advisory committee is described in detail in **Appendix A**. Opportunities for additional stakeholder involvement will be provided as described in the public participation plan in **Section 3.0**.

## FEDERAL, STATE AND REGIONAL CONTEXT

This planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy and requirements. In addition, Metro is concurrently updating the region's long-range growth management plan, supporting transportation plan (the RTP), and implementation tools in its *New Look* planning effort. By working within the umbrella of the New Look, the RTP update will take into consideration how regional transportation investments affect land use, the economy and environmental quality. To understand how the RTP update fits in the context of the broader *New Look Regional Planning Process*, readers should refer to **Appendix A**.

Metro also will undertake a planning effort, in coordination with the update of the Regional Transportation Plan (RTP), which focuses specifically on the region's freight transportation system. To accomplish this work, Metro sought and was awarded a 2005-2007 Biennium Transportation & Growth Management Grant to prepare a regional plan for freight and goods movement.

Finally, Metro will undertake a planning effort, in coordination with the update of the Regional Transportation Plan (RTP), which focuses specifically on development of a Regional Transportation System Management and Operations Plan. Metro received a Federal Highway Administration grant to support this work.

## KEY ISSUES TO ADDRESS

The region has aggressively implemented state policy calling for reduced reliance on any single mode of transportation. In practice, this has meant complementing the region's roads and highways with a comprehensive public transit network; taking seriously the needs of pedestrians and bicyclists in addition to cars; and integrating land use and transportation planning by promoting compact urban form and

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<sup>4</sup> The Regional Freight and Goods Movement Task Force will be comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight. The Freight Technical Advisory Committee (TAC) will be comprised of public sector staff from the local, regional, and state agencies operating within Metro's jurisdictional boundaries. The TAC will provide input and review of technical work products.

mixed-use development. Providing for the region's current and future transportation needs will be made more difficult by three key challenges, all of which have important implications for the region's ability to achieve its economic and community goals.

- **Growth:** As the region expands to accommodate the one million new residents that are expected to be living here by 2030, major new transportation investments will be required to serve both developed and developing areas.
- **Congestion and impacts to the region's economy and quality of life:** A 2005 study found that the region's excellent rail, marine, highway, and air connections to national and international destinations position it as both a hub for the distribution of goods across the country and a gateway for global trade. These connections make the region's economy highly dependent on transportation. However, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion — even with currently planned investments — will harm the region's ability to maintain and grow business.
- **Funding:** State and local funding for roads and transit is failing to keep pace with current needs, to say nothing of the growth expected in the coming decades. Funding has been identified for less than half the \$10 billion cost of the projects in the current Regional Transportation Plan. Furthermore, these capital expenditures compete against critical needs for operations and maintenance of the existing transportation system.

To address these challenges, the traditional process the region uses to identify, evaluate and prioritize transportation improvements has been modified to use an outcomes-based planning approach, integrating land use, economic, environmental and transportation objectives in the context of the New Look. This focus on outcomes is described in more detail in **Appendix A**.

## PROJECT GOALS

The following project goals will guide the overall approach for development of the 2035 Regional Transportation Plan.

- (1) Develop an updated 2035 RTP by November 2007 that complies with state and federal regulations and implements New Look policy direction.
- (2) Create an outcomes-based plan that better advances regional policies, public priorities and local efforts to implement the 2040 Growth Concept given the rapid population growth and dwindling financial resources in the region.
- (3) Actively engage and consult with transportation system providers, public agencies, business groups, community organizations, advocacy groups, state and federal resource agencies, and the general public (including traditionally under-represented groups) in plan development through the use of targeted, outreach techniques.



## PROJECT OBJECTIVES

The following project objectives direct the development of the 2035 Regional Transportation Plan. The project will:

- ✓ Improve community awareness and understanding of regional transportation system needs and funding issues.
- ✓ Develop a set of desired outcomes that reflect public priorities for managing and improving the regional transportation system.
- ✓ Develop an outcomes-based evaluation approach and performance measures to assess 2040 implementation, regional transportation needs and deficiencies, and measure and prioritize transportation projects.
- ✓ Analyze current fiscal realities, transportation funding trends and transportation funding options to inform development of an updated *financially constrained* revenue forecast.
- ✓ Identify issues, needs and deficiencies in the regional transportation system and develop recommended solutions and strategies to address them in support of the Region 2040 Growth Concept.
- ✓ Assess and refine current regional transportation policies to implement public priorities and the New Look policy direction.
- ✓ Reconsider projects in the current RTP based on revenue availability, public priorities and New Look policy direction.
- ✓ Prioritize infrastructure, system management and demand management projects and programs for all travel modes to meet the desired outcomes and implement the New Look policy direction.
- ✓ Assess and refine current implementation strategies, including performance measures and corridor refinement studies, to implement public priorities and the New Look policy direction to achieve desired outcomes.
- ✓ Integrate with planning efforts to update the Region 2040 Growth Concept implementation tools (*New Look*) and develop the *Regional Freight and Goods Movement Plan* and the *Metro-Region Plan for Transportation System Management and Operations* (TSMO).
- ✓ Comply with Oregon's Statewide Planning Goals and the Federal SAFETEA-LU provisions.

## 2.0 TECHNICAL ANALYSIS PLAN

The following section summarizes major technical and policy development tasks to be completed by Metro staff and the consultant team during the 2035 RTP update. The tasks are organized by project phase. The activities described in this section will be integrated with the public participation plan described in **Section 3.0**. A major milestone chart in **Appendix B** graphically displays the overall timeline, key decision points, tasks, products and outreach strategies of each phase.

### PHASE 1: SCOPING (FEBRUARY – JUNE 2006)

*Objective:* Develop a work program for technical work and policy development and public participation plan with the Metro Council, JPACT and other key stakeholders that supports development of an updated Regional Transportation Plan by November 2007, incorporates a planning approach based on outcomes for prioritizing transportation investments and meets regional, state and federal planning requirements.

This phase develops a detailed scope of work that will guide the technical work and policy development and public participation plan through the subsequent phases of the 2035 RTP update. It ends when the Metro Council reviews and approves the overall work program in June 2006.

### PHASE 2: 2040 RESEARCH AND POLICY DEVELOPMENT TASKS (JUNE –DEC. 2006)

*Objectives:* Identify the existing regional transportation issues, needs and deficiencies and assess 2040 implementation. Investigate financial, transportation, land use, and economic/demographic trends that influence regional development and the performance of the regional transportation system. Identify public priorities for transportation and willingness to pay for desired transportation services and programs.

#### Task 1: Data Review and Collection (June - July 2006)

*Objectives:* Identify available financial forecast data, transportation modeling, economic/demographic data, environmental data, and corridor-level transportation system data. Collect and organize the data necessary to support the RTP update technical and financial analysis. Establish the common transportation network and base travel demand forecast to be used to compare the 2035 Base Case, to New Look policy alternatives and the discussion draft Regional Transportation Plan.

*Responsibility:* Metro will lead this task with participation from TPAC to review 2035 Base Case transportation network.

#### Task 2: Develop Outcomes-Based Evaluation Framework (June – Sept. 2006)

*Objective:* Develop an outcomes-based evaluation approach and identify criteria/performance measures in the context of the New Look process to assess the state of transportation in the region, regional transportation needs and deficiencies, and measure, prioritize and select regional transportation projects and programs.

*Sub-task 2.1: Develop Outcomes-Based Evaluation Framework.* Contractor will work with Metro staff to define a framework to identify and evaluate a set of desired outcomes that will guide recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system. Contractor will work with Metro staff to identify a small (5 – 6) number of categories of outcomes.

*Responsibility: Contractor will lead this task with assistance from Metro and input from Advisory Committees and the Metro Council.*

*Sub-task 2.2: Define Regional Transportation System.* Determine what constitutes the regional transportation system to be evaluated by the outcomes-based framework.

*Responsibility: Metro will lead this task with and participation by TPAC, JPACT and the Metro Council.*

*Sub-task 2.3: Develop Outcomes-Based Performance Measures.* Contractor will work with Metro staff to identify a set of performance measures for each of the categories of outcomes. The measures will be used to help assess transportation system conditions and land use/transportation scenarios in Phase 2, prioritize transportation projects and program in Phase 3 and periodically monitor successful implementation of the RTP over time. The measures will include transportation performance measures and other measures to address impacts to the built and natural environment, and to other aspects of quality of life as appropriate. Measures could include: travel performance (e.g., vehicle miles traveled and travel time), safety (e.g., reduction in bike and pedestrian fatality/severe injury rate, miles of bike and pedestrian facilities), congestion management (e.g., percentage decrease in delay), equity/public amenities (e.g., households and jobs within ¼-mile of high quality transit), and environmental impact (e.g., acres of impervious surface and number of stream crossings).

*Responsibility: Contractor will lead this task with assistance from Metro, participation by the Metro Council, JPACT and MPAC, and input from Advisory Committees.*

*Sub-task 2.4: Prepare documentation.* Contractor will prepare an Outcomes-Based Evaluation Framework Technical Memorandum, documenting these tasks. Metro will provide review and comment on draft Outcomes-Based Evaluation Framework Technical Memorandum.

*Responsibility: Contractor will lead this task with assistance from Metro. MPAC, JPACT and the Metro Council will approve the outcomes-based evaluation performance measures with input from Advisory Committees.*

### **Task 3: Identify Public Priorities and Desired Outcomes for Transportation (June – Dec. 2006)**

*Objectives:* Identify public priorities for transportation and the public's willingness to pay for desired levels of transportation services and programs. Establish a set of desired outcomes that reflect public priorities for managing and improving the regional transportation system that will guide the development of policy, projects, programs and implementation strategies.

*Sub-task 3.1: Identify Desired Outcomes for Transportation.* Identifying public priorities and desired outcomes for transportation occurs as part of the public participation element of this scope of work described in Section 3. This task is mainly one of coordinating the technical work of Task 2, above, with the stakeholder and public outreach that is described in the Public Participation Plan (Section 3).

*Responsibility: Contractor will lead this task with assistance from Metro and input from Advisory Committees and other stakeholders as identified in the Public Participation Plan.*

*Sub-task 3.2: Prepare documentation.* Contractor will prepare a Public Priorities Report, executive summary, fact sheet, and Powerpoint presentation documenting the results of this task. Metro shall provide review and comment on draft Public Priorities Report and draft fact sheet.

*Responsibility: Contractor will lead this task with input from Metro, MPAC, JPACT and the Metro Council will approve the set of desired outcomes with input from Advisory Committees.*

#### **Task 4: Financial Analysis (June – Oct. 2006)**

*Objectives:* Investigate current fiscal realities and transportation funding trends; determine the reasonably anticipated local, regional, state and federal financial resources that would result from current funding trends; identify potential new revenue sources; and estimate the funding available for capital projects after necessary operation and maintenance costs and implications for the regional transportation system that result. Evaluate funding scenarios to address funding shortfall. Identify priorities for use of existing resources and for the use of potential resources. Develop a 2007-2035 revenue forecast for the 2035 Regional Transportation Plan that meets federal requirements.

*Sub-task 4.1: Prepare methodology report.* Review current financial cost and revenue data available from transportation agencies in region. Prepare methodology report for estimating and forecasting transportation costs and revenues in the Metro region that meets all the requirements and recommendations in the “Interim FHWA/FTA Guidance on Fiscal Constraint for STIPs, TIPs, and Metro Plans” released 6/27/05.

*Responsibility: Contractor will lead this task with participation from ODOT, TriMet and SMART and local transportation agencies. Metro will coordinate compilation of available financial forecast data and review draft methodology report.*

*Sub-task 4.2: Analyze transportation funding trends.* Investigate transportation funding trends, estimate current and future funding operations and maintenance shortfall for roads and transit and estimate “reasonably anticipated to be available” transportation revenues for the period from 2007 through 2035. Prepare technical memorandum documenting the following:

1. Estimate current road operations and maintenance costs and cost trends/issues for:
  - ODOT facilities in Metro region
  - Local transportation agencies in Metro area by regional and local facilities
2. Estimate current transit operations and maintenance costs and cost trends/issues for transit agencies in the Metro region considering:
  - current operating level of service
  - current maintenance costs
3. Forecast future road operations and maintenance costs
  - Forecast maintenance costs for ODOT and local transportation agencies through 2035
    - maintain current pavement conditions
    - improve pavement conditions to policy objective level (90% fair or better)
    - other maintenance measurements such as bridge, structures, culverts, etc.
    - define method for adding maintenance costs of planned system improvements once defined
4. Forecast future transit Operations and Maintenance Costs
  - Forecast operations costs per vehicle hour of service for transit agencies in Metro area for the period from 2007 through 2035

- Forecast maintenance costs of transit system in Metro area for the period from 2007 through 2035 and method for adding maintenance costs of planned system once defined
5. Estimate Transportation Revenues
- Summarize Metro area state and federal transportation revenues from State forecast for the period from 2007 through 2035
  - Determine current Metro area local transit agency revenues and forecast for the period from 2007 through 2035
  - Determine current Metro area local transportation revenues and forecast for the period from 2007 through 2035

*Responsibility: Contractor will lead this task with input from Metro, and participation from ODOT, TriMet and SMART and local transportation agencies.*

Sub-task 4.3: Financial scenario development and evaluation. Determine revenues available for capital improvements based on different levels of investment in the maintenance and operations of the road and transit systems. Transit system operation costs/revenues will be an iterative methodology utilizing the regional travel demand model. Develop and analyze up to four (4) funding scenarios to address the funding gap. This analysis should link raising revenue options with Budgeting for outcomes principles. Examples of the types of funding scenarios that could be examined include: tolls for state freeways, state gas taxes for state freeways, regional ballot measure for state freeways, state gas taxes for local maintenance, street utility fees for local maintenance, state gas taxes distributed on a formula basis for city/county arterials and collectors and system development charges for all expansion of arterial and collectors to meet population growth projections. Prepare technical memorandum that documents this sub-task.

*Responsibility: Contractor will lead this task with input from Metro and participation from TPAC, JPACT and the Metro Council.*

Sub-task 4.4: Define "Reasonably Available" future revenue sources. Identify new revenue sources forecast as available in the State revenue forecast. Identify expected new local revenue sources. Identify public-private partnerships forecast anticipated to be available (such as Oregon Innovative Public-Private Partnerships). Define actions necessary to implement these new revenue sources and document steps taken to date to address the necessary actions. Distinguish reasonably available funds from those not yet defined as reasonable available that may be identified in a strategy to finance "illustrative projects." Prepare technical memorandum that documents this sub-task.

*Responsibility: Contractor will lead this task with input from Metro and participation from TPAC, JPACT and the Metro Council.*

Sub-task 4.5: Financial Analysis and Revenue Forecast Report. The Contractor will compile all technical memoranda, with supporting graphics and data, to create a final report and appendices that document a 20-year revenue forecast for the 2035 Regional Transportation Plan and identifies priorities for use of existing resources and for the use of potential resources. The report shall document all cost estimation methodologies, forecast assumptions and scenarios utilized in the forecast and provide a complete assessment of the financial outlook of the transportation system in the region with assurances and/or disclaimers, in the opinion of the consultant, as to the accuracy of data collected and confidence in forecasted numbers provided. The Contractor will prepare an executive summary and Powerpoint presentation to highlight the forecasts by scenario, referencing any pertinent information in the main report. Metro will review draft final report and prepare a 2-4 page fact sheet summarizing the results of this analysis.

*Responsibility: Contractor will lead this task with input and assistance from Metro. JPACT and the Metro Council will approve the financially constrained revenue forecast with input from Advisory Committees.*

## **Task 5: Land Use/Transportation Scenario Analysis (July - October 2006)**

*Sub-task 5.1: Develop Land Use/Transportation Scenario Analysis Framework.* Contractor will work with Metro staff to define a framework to identify and evaluate a set of land use and transportation scenarios that will inform recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system and the broader New Look context future growth vision and implementation strategies.

*Responsibility: Metro will lead this task with assistance from Contractor, participation from the Metro Council and input from Advisory Committees and other stakeholders identified in the public participation plan.*

*Sub-task 5.2: Land Use/Transportation Scenario Analysis.* Metro staff will identify and evaluate a set of land use and transportation scenarios using the outcomes-based framework defined in Task 2 that will inform recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system and the broader New Look future growth vision and implementation strategies.

*Responsibility: Metro will lead this task with assistance from Contractor, participation from the Metro Council and input from Advisory Committees and other stakeholders identified in the public participation plan.*

## **Task 6: 2035 Base Case Travel Forecasting Analysis (June – Aug. 2006)**

*Objective:* Identify the year 2035 regional transportation needs and deficiencies based on travel demand forecasts that represent relevant adopted plans, population/employment forecast based on current state law for urban growth boundary expansions and current Financially constrained system of projects in the region. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look.

*Sub-task 6.1: Travel Demand Forecasting.* Metro will prepare and conduct travel demand forecasting of the 2005 Base Year and 2035 Base Case travel forecast. The 2035 Base Case forecast is based on current state law for urban growth boundary expansions and current financially constrained system of projects in the region.

*Responsibility: Metro will lead this task with review of 2035 Base Case network by TPAC.*

*Sub-task 6.2: Base Case Transportation System Analysis.* Metro will analyze the travel demand forecasting results of the 2005 Base Year and 2035 RTP forecast using the evaluation approach defined in Phase 2 if available. The travel forecasting analysis will include: auto, truck and transit volumes; congestion levels, speed, and other information needed to assess the impacts of the RTP systems during the 2-hour AM and 2-hour PM peak periods, and the 1-hour mid-day.

*Responsibility: Metro will lead this task with participation from TPAC and assistance from Contractor with analysis of travel outputs. TriMet will assist with analysis of transit network outputs.*

Sub-task 6.3: Base Case Transportation System Analysis Documentation. Metro will prepare a Base Case Transportation System Analysis report, fact sheet summarizing analysis and Powerpoint presentation, documenting these tasks. The final report will document model assumptions and analysis results.

*Responsibility: Metro will lead this task with participation from TPAC.*

## **Task 7: Economic/Demographic Analysis (June – Sept. 2006)**

*Objective:* Investigate regional economic and demographic trends, including population and household growth, travel characteristics, employment trends (by industry and occupation), labor force characteristics and other key economic indicators that influence regional growth and development and impact the regional transportation system. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look, and be reviewed by the Council of Economic Advisors. The following information and products will be created by Metro as part of this task:

Sub-task 7.1: Forecast Growth Analysis. Metro will analyze forecasted growth from Year 2005 to 2035 in the 4-county Metro region and prepare a memo and fact sheet with charts and graphics summarizing data and key findings on implications for transportation.

*Responsibility: Metro will lead this task.*

Sub-task 7.2: Growth in Household and Population Analysis. Metro will analyze household and population growth from Year 1990 to 2000 for the 4-county Metro region and Metro urban growth boundary using U.S. census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics summarizing data, including 2000 population spatial distribution, and key findings on implications for transportation.

*Responsibility: Metro will lead this task.*

Sub-task 7.3: Growth in Jobs and the Economy Analysis. Metro will analyze employment growth by different sectors from Year 1990 to 2000 for the 4-county Metro region and Metro urban growth boundary using U.S. Census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics summarizing data, including 2000 employment spatial distribution, and key findings on implications for transportation.

*Responsibility: Metro will lead this task.*

Sub-task 7.4: Growth in Neighbor Cities Analysis. Metro will analyze household, population and employment growth from Year 1990 to 2000 for neighbor cities using U.S. census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics, summarizing data and key findings on implications for transportation.

*Responsibility: Metro will lead this task.*

Sub-task 7.5: Regional Travel Characteristics Analysis. Metro will analyze regional travel characteristics from Year 1990 to 2000 for the 4-county region using U.S. census data and other sources (including more recent data) when available. Metro will prepare a memo with charts and graphics summarizing data, and key findings on implications for transportation. Examples of data to be analyzed include:

- Work and non-work trips by mode
- Commute patterns and percent of all trips
- Non-work trip patterns and percent of all trips

- Typical trip purposes for the daily trips made by an average household
- Average commute distance
- Average commute time
- Daily vehicle miles traveled per capita
- Daily trips per household

*Responsibility: Metro will lead this task.*

Sub-task 7.6: Regional Environmental Justice Analysis. Metro will analyze environmental justice communities as defined by 2000 Census block groups containing a concentration of minority populations (African-American, Hispanic or Asian) and/or containing a concentration of households below the poverty line for the 3-county region using U.S. census data and other data sources (including more recent data) when available. Metro will prepare a memo and fact sheet with charts and graphics, summarizing data and key findings on implications for transportation, both in terms of serving these populations and engaging them when affected by transportation planning and/or investments.

*Responsibility: Metro will lead this task.*

## **Task 8: Environmental Analysis (June - July 2006)**

*Objective:* Identify existing natural, historic and cultural resources using existing available data to support system level technical analysis of environmental trends and issues as they relate to the regional transportation system and identification of environmental mitigation strategies during Phase 3. The data collection will be conducted as part of the Shape of the Region element of the New Look. Examples of the types of data being collected include:

- Metro Goal 5 inventory
- Wetlands as documented on the National Wetland Inventory
- Inventory of ESA species on record (no primary research is included in inventory)
- EFU/Forest land as designated by local zoning
- Scenic/Historic/Backcountry Roads, Byways, and Trails as designated by the FHWA, US Department of the Interior and ODOT
- Floodplain locations as determined by the FEMA
- Superfund sites as determined by the US EPA
- Historic properties and districts listed on the National Register of Historic Places
- Existing Federal (US BLM, US Army Corps of Engineers, US Forest Service, US Bureau of Reclamation, US Fish and Wildlife Service) and State owned/managed recreation facilities, National Wildlife Refuges, Recreation Areas and Forests
- Existing City, County, Regional and State public parks, trails and recreational facilities
- Metro wildlife hotspots incident locations
- Metro inventory of culverts that block fish passage



- State Historic Preservation Office likely archeologically-sensitive areas
- Oregon Department of Fish and Wildlife conservation opportunity area maps
- Oregon Department of Fish and Wildlife, National Marine Fisheries and U.S. Fish and Wildlife sensitive species lists
- Maps of previous Oregon Department of Transportation mitigation sites
- Division of State Lands existing mitigation banks and service areas
- Potential Oregon Department of Transportation mitigation banks and service areas
- Water quality limited bodies as defined by Oregon Department of Environmental Quality
- National Marine Fisheries and U.S. Fish and Wildlife recovery and conservation plans

*Responsibility: Metro will lead this task.*

## **Task 9: Transportation System Conditions Analysis (June – Oct. 2006)**

*Objective:* Identify the existing regional transportation issues, needs and implications for regional growth trends and effective multimodal people and goods movement in the Portland metropolitan region. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look, the Regional Freight and Goods Movement Plan and Regional Transportation System Management and Operations Plan work program activities.

*Sub-task 9.1: Roadways System Conditions Analysis.* Metro will develop a comprehensive base of information on the characteristics of the region's multi-modal roadway system using existing data sources available from ODOT, Portland State University Center for Transportation Studies and local transportation agencies. The following activities will be completed as part of this task:

- Review the existing regional roadway functional classifications to identify gaps and/or inconsistencies on the regional network.
- Develop inventory of miles of roadways (interstate, arterials and collectors), pavement condition, bridge locations and existing average daily traffic count data for key highways/arterials in the region.
- Document current transportation system management and operations efforts in the region and their effects.
- Conduct Congestion Management Process (CMP) analysis to identify congestion hot spots and average travel speeds for the CMP network as defined in the 2006-07 Unified Planning Work Program and implications for people and goods movement.
- Conduct a roadway safety analysis, including the identification of the top 20 crash locations by County.
- Prepare memo and graphics documenting roadway system conditions analysis.

*Responsibility: Metro will lead this task with participation by local transportation agencies and the TRANSPORT subcommittee.*

*Sub-task 9.2: Regional Freight System Conditions Analysis.* Metro will develop a comprehensive base of information on the characteristics of the region's multimodal freight system including industry trends, shipper logistics stories, freight system profiles, and freight traffic generator characteristics.<sup>5</sup> The Freight System Profiles are a series of profiles for each of the key elements of the regional freight system that document their physical, operational, and market characteristics, including trucks, air cargo, marine cargo, freight rail and gas lines/pipe lines. Metro will prepare memo, fact sheet and graphics documenting freight system conditions analysis.

*Responsibility: Metro will lead this task with participation by the Regional Goods Movement TAC and Task Force.*

*Sub-task 9.3: Regional Transit System Conditions Analysis.* Metro will develop a comprehensive base of information on the characteristics of the region's multimodal transit system using existing data sources from TriMet and SMART. The following activities will be completed as part of this task:

- Inventory of existing routes and facilities (e.g., intercity bus service, intercity passenger rail service, transit centers, major transit stops, park-and-ride lots), transit ridership and revenue hours, park-and-ride lot usage and other capital elements (shelters, transit tracker, low-floor stops).
- Document current transportation system management and operations efforts in the region and their effects.
- Conduct safety analysis using existing data sources and document security efforts of each transit service provider.
- Prepare memo, fact sheet and graphics documenting transit system conditions analysis.

*Responsibility: Metro will lead this task with participation by TriMet and SMART.*

*Sub-task 9.4: Regional Bicycle and Pedestrian System Conditions Analysis.* Metro will develop a comprehensive base of information on the characteristics of the region's bike and pedestrian system using the existing pedestrian system inventory and Metro Bike There Map data. This will not include a detailed review of sidewalk or bike facility conditions. The following activities will be completed as part of this task:

- Identify corridor-level pedestrian and bicycle deficiencies and missing links to key generators and destinations, including the regional trail system and the regional transit system.
- Conduct bike and pedestrian safety analysis.
- Prepare memo, fact sheet and graphics documenting bike and pedestrian system conditions analysis.

*Responsibility: Metro will lead this task with participation by local transportation agencies, TriMet and SMART.*

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<sup>5</sup> This task will be completed as part of the Regional Freight Plan work program activities and forwarded to the 2035 RTP update.

*Sub-task 9.5: Regional Travel Options Program Analysis.* Metro will develop a comprehensive base of information on the characteristics of the Regional Travel Options (RTO) Program. This work will be conducted as part of development of the RTO Annual Report and will include the following data and activities:

- Inventory Transportation Management Associations (TMAs) and evaluate performance
- Inventory and evaluate collaborative marketing efforts (includes TravelSmart, TriMet employer program, SMART TDM program and travel options marketing campaign)
- Inventory and evaluate Rideshare program (regional vanpool program and carpool matching)
- Other RTO program monitoring efforts and findings.
- Prepare memo, fact sheet and graphics documenting RTO program analysis.

*Responsibility: Metro will lead this task with participation by the RTO Subcommittee.*

*Sub-task 9.5: Regional Security Analysis.* Metro will document existing security strategies, programs, policies, activities, and actions currently in plan in the Portland metropolitan region in response to September 11, 2001. The following activities will be completed as part of this task:

- Document existing security plans, manuals, procedures and policies at state and regional level.
- Develop recommendations for short-term mid-term and long-term strategies to strengthen these efforts.
- Prepare memo, fact sheet and graphics documenting the security analysis.

*Responsibility: Metro will lead this task with participation by the Regional Emergency Management Group and the region's transit agencies and Port districts.*

*Sub-task 9.6: Regional Elderly and Disabled Transportation Planning Analysis.* Metro will document recommendations from the update of the Tri-County Elderly and Disabled Transportation Plan (EDTP) anticipated to be completed mid-2006. The planning effort is focused on assessing potential gaps in providing coordinated transportation services for elderly, disabled and low-income persons and updating new service standards for providing transportation services for the elderly and persons living with disabilities. Elements of the updated EDTP will be coordinated with and implemented through the 2035 Regional Transportation Plan. The following activities will be completed as part of this task:

- Document EDTP recommendations for the 2035 RTP and strategies to strengthen these efforts.
- Prepare memo, fact sheet and graphics documenting the results of the EDTP effort and relationship to the 2035 RTP.

*Responsibility: Metro will lead this task with participation from TriMet and SMART.*

## **Task 10: System Assessment (Sept. – Nov. 2006)**

*Objectives:* Develop a comprehensive assessment of the regional transportation system issues, needs and deficiencies, and the affect of the transportation system on land use patterns and desired outcomes. Use assessment to improve community and stakeholder awareness and understanding of regional

transportation system needs and funding issues and to inform New Look policy direction, including prioritization of desired outcomes. The following activities will be completed as part of this task:

- Prepare final report, fact sheet, Powerpoint and graphics documenting results of the public opinion research and financial, base case, demographic and system conditions analysis and possible strategies to address system needs and funding issues.
- Publish report on the “State of Transportation in the Region.”

*Responsibility: Metro will lead this task with input from Contractor and participation from Advisory Committees, JPACT and the Metro Council.*

## **PHASE 3: SYSTEM DEVELOPMENT AND POLICY ANALYSIS (JAN. - SEPT. 2007)**

*Objective:* Develop a financially constrained system of projects and programs that address transportation issues/needs, achieve desired outcomes for transportation and implement the New Look policy direction. Evaluate performance of the financially constrained transportation system and document findings. Prepare a discussion draft Regional Transportation Plan that identifies a set of consistent outcomes, policies, strategies and performance measures, implements the New Look policy vision and meets state and federal planning requirements.

### **Task 1: Policy Development (Jan. – March 2007)**

*Objectives:* Review and recommend refinements to the regional transportation system policies (Chapter 1) that respond to desired outcomes and New Look policy direction for transportation priorities. Identify the policy issues that need to be addressed at the regional and the local (county & city) level and develop complementary policy recommendations.<sup>6</sup>

*Responsibility:* Metro will lead this task with participation from Advisory Committees.

### **Task 2: Outcomes-Based Transportation Solutions Identification and Prioritization (Feb. – April 2007)**

*Objectives:* Conduct a process to solicit projects for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2. Identify and prioritize regional transportation system and program improvements using the updated policies and the desired outcomes as a guide.

*Sub-task 2.1: Solicit Transportation Solutions.* Metro will solicit infrastructure, demand management and system management projects and programs for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2. Agencies responding to that solicitation will be asked to provide information, to the extent practical, on the “outcome measurements” identified in Phase 2 and on planning-level project costs.

*Responsibility:* Metro will lead this task with participation from ODOT, local transportation agencies, TriMet and SMART and input from Advisory Committees and stakeholders as identified in the Public participation plan.

*Sub-task 2.2: Create RTP Database.* Metro will create a RTP project and program database that includes: transportation need to be addressed, outcome project will address, project description and location, travel forecasting assumptions (e.g., number of lanes, capacity, speed), right-of-way needs, cost estimates, potential funding source(s), recommended timing for implementation and other information.

*Responsibility:* Metro will lead this task with participation from ODOT, local transportation agencies, TriMet and SMART.

*Sub-task 2.3: Prioritize Transportation Solutions.* Metro will facilitate a process for JPACT and the Metro Council to prioritize infrastructure, demand management and system management projects and

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<sup>6</sup> The freight element of this task will be completed as part of the Regional Freight Plan work program activities and forwarded to the 2035 RTP update.

programs for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2 and New Look policy direction for transportation investments.

*Responsibility: Metro will lead this task with assistance from Contractor. JPACT and the Metro Council will prioritize financially constrained projects based on input from Advisory Committees.*

Sub-task 2.4: Prepare Transportation Priorities Documentation. Metro will prepare a Transportation Priorities Report to document these tasks.

*Responsibility: Metro will lead this task.*

### **Task 3: System Development and Analysis (May – Aug. 2007)**

*Objectives:* Analyze performance of the 2035 RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and New Look policy direction and recommended future growth vision (updated 2035 forecast). Refine RTP policies, projects, and performance measures as needed to respond to system performance and desired outcomes.

Sub-task 3.1: Travel Demand Forecasting. Metro will prepare and conduct travel demand forecasting of the RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and updated 2035 forecast. The RTP systems will be developed into auto and transit networks for Metro's travel forecasting model. It is anticipated that full travel demand model runs will be prepared for each RTP system. Metro will provide travel projections for the planning year of 2035 for each system. The travel forecast analysis will include: auto, truck and transit volumes; congestion levels, speed, and other information needed to assess the impacts of the RTP systems during the 2-hour AM and 2-hour PM peak periods, and the 1-hour mid-day.

*Responsibility: Metro will lead this task with participation from TPAC. TriMet and SMART will assist with development of transit networks.*

Sub-task 3.2: Transportation System Analysis. Metro will analyze the travel demand forecasting results of the RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and updated 2035 forecast. Metro will analyze the impacts of the RTP Financially Constrained System on the built, cultural and natural environment using Geographic Information System (GIS) data and other available environmental data identified in Phase 2 Task 8. The level of detail of the environmental analysis will be at a system-level to be determined in consultation with Federal Highway Administration and Federal Transit Administration staff to ensure adequate consideration of the National Environmental Policy Act (NEPA) in transportation system planning. The analysis will describe impacts to the built, cultural and natural environment, transportation performance and other results.

*Responsibility: Metro will lead this task with participation from TPAC and assistance from Contractor with analysis of travel outputs. TriMet will assist with analysis of transit network outputs and documentation of system level capital, operations and maintenance costs.*

Sub-task 3.3: Transportation System Analysis Documentation. Metro will prepare a Transportation System Analysis report, documenting these tasks and identifying recommended refinements to RTP policies, projects, programs, and performance measures as needed to respond to environmental impacts, system performance and desired outcomes.

*Responsibility: Metro will lead this task with assistance from Contractor and participation from Advisory Committees.*

## **Task 4: Implementation Strategies (June – Aug. 2007)**

*Objective:* Review and recommend refinements to the RTP implementation strategies and requirements (Chapter 6) to address regional transportation system needs and issues, and respond to desired outcomes, New Look policy direction and updated regional transportation policies. Identify a set of performance measures (i.e., benchmarks) for the identified desired outcomes that can be applied to periodically monitor successful implementation of the RTP over time.

### Examples:

- Congestion mitigation strategies
- Modal strategies
- Transportation system management and operations strategies
- Transportation demand management strategies
- Land use and economic development strategies
- Environmental and neighborhood impacts and mitigation strategies
- Financing strategies
- New urban area planning strategies
- Corridor planning strategies
- Benchmarks to monitor progress toward plan implementation

*Sub-task 4.1: Update Implementation Strategies.* Metro will update Chapter 6 of the RTP to reflect findings and recommendations from all previous tasks.

*Responsibility:* Metro will lead this task with input from Advisory Committees and the Metro Council.

## **Task 5: Develop Discussion Draft Regional Transportation Plan (May – Aug. 2007)**

*Objective:* Prepare a discussion draft RTP for 45-day public review and comment based on information, findings and recommendations from all previous tasks.

*Responsibility:* Metro will lead this task with input from Advisory Committees. MPAC, JPACT and the Metro Council will release the discussion draft plan for a formal 45-day public comment period.

## **PHASE 4: ADOPTION PROCESS (SEPT. – NOV. 2007)**

*Objective:* Provide an opportunity for interested parties to express ideas and concerns about the discussion draft plan policies, projects and implementation strategies. Provide detailed information about the 2035 RTP update, decision-making process, technical analysis and project timeline. Compile a public comment report that responds to all comments received prior to the final decision by JPACT and the Metro Council. Adopt 2035 RTP by November 2007.

## **Task 1: Solicit Comments on Discussion Draft 2035 RTP (Sept. – Oct. 2007)**

*Objective:* Conduct a process for interested parties to express ideas and concerns about the discussion draft plan policies, projects and implementation strategies (including a draft regional investment strategy) as described in the Public Participation Plan.

*Responsibility: Metro will lead this task with assistance from Contractor and input from Advisory Committees and other stakeholders as defined in the public participation plan. Metro will consult with the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) group as part of this task.*

## **Task 2: Prepare Public Comment Report (Sept. – Oct. 2007)**

Prepare a report documenting all public comments received for consideration prior to final decision by JPACT and the Metro Council.

*Responsibility: Metro will lead this task with assistance from Contractor.*

## **Task 3: Refine Discussion Draft 2035 RTP (Sept. – Oct. 2007)**

Refine 2035 RTP based on public comments for consideration prior to final decision by JPACT and the Metro Council.

*Responsibility: Metro will lead this task with input from Contractor and from Advisory Committees. MPAC, JPACT and the Metro Council will approve a final draft 2035 RTP that meets state and federal planning requirements, pending the air quality conformity analysis to be conducted in Phase 5.*

## **PHASE 5: POST-ADOPTION FEDERAL AND STATE CONSULTATION (DEC. 2007. - MARCH 2008)**

*Objective: Complete air quality conformity determination to corroborate that the updated plan meets federal and state air quality requirements. Submit the updated plan to federal and state regulatory agencies for approval, prior to the current plan's expiration in March 2008.*

### **Task 1: Conduct 2035 RTP Air Quality Conformity Determination Process (Dec. 2007 – March 2008)**

*Objectives: Analyze the air quality impacts of the 2035 RTP Financially Constrained System, document methodologies and findings in Air Quality Conformity Determination report and provide an opportunity for public comment prior to approval by JPACT and the Metro Council.*

*Sub-task 1.1: Air Quality Conformity Consultation.* Consult with state and federal regulatory agencies to review conformity methodologies and procedures.

*Responsibility: Metro will lead this task with participation from TPAC. Local transportation agencies will provide documentation of recently constructed or funded regionally significant projects to be included in the conformity analysis.*

*Sub-task 1.2: Air Quality Conformity Analysis.* Analyze and document the air quality impacts of the 2035 RTP Financially Constrained System using the regional travel demand model following the methodologies agreed to in Subtask 1.1.

*Responsibility: Metro will lead this task with participation from TPAC, JPACT and the Metro Council.*

*Sub-task 1.3: Solicit Comments on 2035 RTP Air Quality Conformity Determination.* Conduct a process for interested parties to express ideas and concerns about the air quality conformity methodology and results.



*Responsibility: Metro will lead this task with participation from Advisory Committees and other stakeholders as defined in the public participation plan.*

*Sub-task 1.4: Prepare Public Comment Report.* Prepare a report documenting all public comments received for consideration prior to final decision by JPACT and the Metro Council.

*Responsibility: Metro will lead this task.*

*Sub-task 1.5: Approve Final 2035 RTP and Air Quality Conformity Determination.* Consider public comments prior to final decision by JPACT and the Metro Council.

*Responsibility: Metro will lead this task with participation from TPAC, JPACT and the Metro Council.*

*Sub-task 1.6: Federal Findings Documentation.* Develop and submit Federal Findings and Air Quality Conformity Determination to FHWA and FTA for review.

*Responsibility: Metro will lead this task.*

*Sub-task 1.7: State Findings Documentation.* Develop and submit State findings to the Department of Land Conservation and Development for Post-Acknowledgement review.

*Responsibility: Metro will lead this task.*

## **Task 2: Federal Classification Review (March - June 2008)**

*Objective:* Identify and submit Federal Functional Classification Updates<sup>7</sup> and National Highway System Updates<sup>8</sup> to ODOT, FHWA and FTA for review.

*Responsibility: Metro will lead this task with participation from TPAC and local transportation agencies in coordination with ODOT and FHWA. JPACT and the Metro Council will forward the recommended updates to ODOT, FHWA and FTA for approval.*

## **3.0 PUBLIC PARTICIPATION PLAN**

The Overview section (Section 1) described the decision-making structure that guides transportation planning activities and decision-making in the Portland metropolitan region. This section describes the *stakeholder engagement and outreach* components that will inform development of an updated 2035 RTP plan, and support the decision-making role of the Metro Council, JPACT and MPAC and the participatory role of public agencies, targeted stakeholder groups and the general public.

Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials and resource agencies. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County

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<sup>7</sup> The Federal Functional Classification Review will occur after the 2035 RTP update process is completed.

<sup>8</sup> The National Highway System review will occur as part of the Regional Freight Plan work program activities.

governments on bi-state issues. This broad spectrum of stakeholders is the primary focus of the public participation plan.

A second priority for community outreach is the general public. The general public will be engaged and provided opportunities to give input throughout the planning process via the Metro website, publications, electronic newsletters, telephone hotline, public opinion survey, focus groups, Metro public meetings, public hearings, media outreach, community newspapers and The Oregonian. In addition, feedback will be solicited on specific plan elements during public comment periods, public hearings and as part of formal review processes. Opportunities to partner with local governments, business and community groups and use public access television to broaden awareness of and participation by the general public in the 2035 RTP update will be identified throughout the process.

A collaborative effort will be required between the consultant team, Metro Council, JPACT, and staff to ensure that the public participation plan is an effective tool for developing and creating a constructive, meaningful, and broad-based dialogue with the citizens and decision-makers of the Portland metropolitan region.

Successful outcomes of this ambitious RTP update process depend on the active participation of local, state and regional decision makers, other transportation providers, public agency staff, and other stakeholders that include the business community, community and environmental groups, and residents of the region. Generally, the outreach component will seek to inform, educate and gain input in a targeted fashion, recognizing the limited time and financial resources available. The public participation plan relies on educational opportunities and innovative tools and forums/workshops that provide for adequate and effective, though focused public dialogue. With targeted input from stakeholders and the broader community, Metro and its regional partners will update the RTP to prioritize critical transportation investments to best support the desired economic, environmental, land use and transportation outcomes the New Look identifies and, as a result, better implement the 2040 Growth Concept vision.

The public participation plan builds responds to two key directives from Metro Council: (1) the questions for the public and stakeholders are not about the broad vision for growth and development in the Portland metropolitan region (that vision is articulated in the 2040 Growth Concept, and has been supported several times in various ways by local governments and the general public); rather, the questions are about implementation (what can we do, especially, in the context of the RTP, with transportation investments, to better achieve the 2040 Growth Concept vision); and (2) focus on elected and appointed representatives of local governments and interest groups, not on extensive outreach to the general public (though opportunities for public education, engagement and comment will be provided in a targeted manner.

## **COMPONENT 1: STAKEHOLDER OUTREACH AND EDUCATION (JUNE -DEC. 2006)**

The first component is intended to serve a two-fold purpose of public education and engagement, using six primary methods to engage key stakeholders and the public in focused input and discussions: regional forums, opinion survey, focus groups, stakeholder workshops, media outreach, publications, interested parties' mailing list, an outreach toolkit, and project website. This component is expected to begin in partnership with the June New Look forum and will conclude with the New Look forum scheduled for December.

### **Regional Forums**

The regional forums will provide the setting for both sharing and collecting information. During these day-long interactive forums to be held in June and December, the project team and Metro staff and leadership can introduce New Look effort to the targeted stakeholders while beginning the process of

soliciting feedback and collecting input. The project team in partnership with Metro staff and leadership will develop the specific objectives and format of these forums.

<i>Consultant Deliverables:</i>	Workshop organization, outreach and educational materials design, workshop facilitation, summary report, and outreach video design.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3 conference calls per forum.
<i>Link to RTP TAP:</i>	A June Forum marks the beginning of the effort to identify desired outcomes and policy tradeoffs to be analyzed during Phase 2, while a December Forum will mark the transition from the research and policy development phase to development of an updated RTP that implements the New Look policy direction.
<i>Links to Other Efforts:</i>	The Regional Forums are intended to directly link all New Look long-range planning efforts currently underway. The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the forums and discussed in the context of the broader New Look effort.
<i>Timeframe:</i>	June 2006 and December 2006

## Opinion Survey

The project team, working with Metro staff and leadership, will develop an opinion survey focused on soliciting a representative sample of opinion on desired outcomes for transportation, the public's willingness to pay for transportation priorities and transportation funding options. The project team and Metro staff and leadership will work in partnership to develop the goals and purpose of the survey. This opinion survey, implemented by Moore Research, Inc., will include instrument design, sample selection, administration, coding and data analysis, and reporting.

<i>Consultant Deliverables:</i>	Develop survey instrument (English and Spanish), conduct survey, survey analysis report.
<i>Metro Responsibilities:</i>	Materials production/printing, mailing costs.
<i>Number of Meetings:</i>	1-2 Conference Calls.
<i>Link to RTP TAP:</i>	The opinion survey will be used to refine the desired outcomes, public priorities for transportation and willingness to pay for those priorities.
<i>Links to Other Efforts:</i>	Questions will be formulated to solicit feedback on regional transportation issues and their relationship to the New Look effort.
<i>Timeframe:</i>	September 2006 - December 2006

## Focus Groups

The purpose of the focus groups is to involve participants in a highly interactive small group setting that allows for candid discussion and feedback on project-related issues and options, including desired outcomes for transportation and transportation needs, funding options and investment priorities. Each will involve a selected group of participants reflecting a variety of social, demographic, and economic characteristics (involving 10 to 15 participants). The project team will work with Metro staff and leadership to develop the purpose, goals, and agenda for each focus group.

<i>Consultant Deliverables:</i>	Focus group design, outreach and educational materials design, focus group facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3-4 conference calls (combined focus group/targeted workshop meetings).
<i>Link to RTP TAP:</i>	A first round of focus groups will be conducted in September to December of 2006, serving to inform the desired outcomes and public priorities effort. After the December Regional Forum, another round of focus groups will be held from January to June of 2007 to prioritize transportation investments based on the desired outcomes, public priorities and fiscal constraints. The project team will work with Metro staff and leadership to determine the number of focus groups to be scheduled for each component.
<i>Links to Other Efforts:</i>	The focus groups will be structured to include time to solicit feedback on regional transportation issues and their relationship to the other New Look components.
<i>Timeframe:</i>	September 2006 - December 2006
<i>Number of Focus Groups:</i>	5

## Stakeholder Workshops

Targeted workshops will allow the project team and Metro staff and leadership to reach groups that need more in-depth outreach efforts. These workshops will be held with specific groups and organizations with interests in transportation and its connection with a broad range of issues across the region, include a series of meetings held with traditionally underrepresented groups, in cooperation with community-based organizations (CBOs).

Groups and organizations targeted may include transportation and land use advocacy organizations (e.g., Bicycle Transportation Alliance, 1000 Friends of Oregon, Coalition for a Livable Future), immigrant and refugee advocates (e.g., Immigrant and Refugee Community Organization, Frente Commun), affordable housing advocates (e.g., Community Alliance of Tenants, Clackamas Community Land Trust), environmental organizations (e.g., Sierra Club, Natural Resources Council), business groups (e.g., chambers of commerce, the Portland Business Alliance, Westside Economic Alliance, Clackamas County Economic Alliance) The project team in cooperation with Metro staff and leadership should develop the list of partner CBOs and target groups for outreach as the process progresses.

<i>Consultant Deliverables:</i>	Workshop organization, outreach and educational materials design, facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3-4 conference calls (combined focus group/targeted workshop meetings).
<i>Link to RTP TAP:</i>	Stakeholder workshops will be held to inform the desired outcomes and public priorities tasks in Phase 2 and prioritizing transportation investments within fiscal constraints tasks in Phase 3. The number of workshops needed for each phase will be determined by the project team, in partnership with Metro staff and leadership.

*Links to Other Efforts:* Where ever possible partnering opportunities will be pursued to combine and consolidate the stakeholder workshops with other similar efforts being conducted by local governments and targeted groups and organizations. It is hoped that this will help to avoid “meeting fatigue” and will allow participants to better consider the broader issues facing the region.

*Timeframe:* September 2006 - June 2007

*Number of Workshops:* 5 (2 for traditionally underrepresented groups)

## **Web Site**

The project team will create interactive project website components, including an interactive web survey element, and a budget scenario allocation exercise feature (the Budget Challenge Game).

*Consultant Deliverables:* Web survey element design, budget scenario allocation exercise design.

*Metro Responsibilities:* Hosting and maintenance of interactive elements, response collection and tabulation.

*Number of Meetings:* 1 Planning Meeting and 3-4 Conference Calls (combined Interactive Web Component/Web-based Outreach meetings).

*Link to RTP TAP:* Web-based outreach will be an ongoing feature of the public involvement effort to engage the general public and other stakeholders. The interactive survey element and budget scenario allocation game will be added during the project prioritization tasks of Phase 3. These elements are intended to assist in refining priorities and developing a Financially Constrained System of projects.

*Links to Other Efforts:* The RTP web component will be part of a larger web-based outreach effort that combines all of the New look long-range planning initiatives accessed through a single website. Opportunities to have local governments and other stakeholder group websites to provide links to the Metro website will be identified.

*Timeframe:* June 2006 – November 2007

## **Transportation Hotline**

Metro staff will maintain a 2035 RTP Update message program with timely information that includes meeting dates and key decision points. A mailbox option for requesting information will also be established as part of this function.

*Consultant Deliverables:* None.

*Metro Responsibilities:* Hosting and maintenance of hotline, response collection and tabulation.

*Link to RTP TAP:* Use of the transportation hotline will be an ongoing feature of the public involvement effort to communicate key decisions points and receive comments during formal public comment periods.

*Timeframe:* June 2006 – March 2008

## **Media Outreach**

Using mass media, information will be provided to inform and engage the community throughout the process. A mailing list of local media will be compiled. Media briefings will be conducted with reporters

and editorial board members as determined appropriate. Op-ed pieces will be developed. Press releases and media packets will be provided to media at key decision-making points. The media will be notified of public meetings and decisions prior to the date of the meeting/hearing.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Creation of media list, preparation, printing and distribution of materials, general media outreach.
<i>Link to RTP TAP:</i>	Media outreach will be an ongoing feature of the public involvement effort to report on the results and findings of the technical tasks.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the Regional Freight Plan and New Look processes.
<i>Timeframe:</i>	June 2006 – November 2007

## **Interested Parties Mailing List and Electronic Newsletters**

An interested parties' mailing list will be established of interested members of the public.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Creation/maintenance of interested parties' mailing list, electronic newsletters.
<i>Link to RTP TAP:</i>	Use of the interested parties mailing list and electronic newsletters will be an ongoing feature of the public involvement effort.
<i>Timeframe:</i>	February 2006 – March 2008

## **Publications**

Two newsletters are planned. Fact sheets will be developed throughout the process to describe different components of the update as needed. The newsletters and fact sheets will be distributed through Metro's website, at meetings and to stakeholders upon request. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Preparation, printing and distribution of materials.
<i>Link to RTP TAP:</i>	Publications summarizing the results and findings of the TAP will be an ongoing feature of the public involvement effort.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the Regional Freight Plan and New Look processes.
<i>Timeframe:</i>	June 2006 – March 2008

## **COMPONENT 2: STAKEHOLDER COORDINATION, COLLABORATION, AND OUTREACH (JUNE 2006-SEPTEMBER 2007)**

The second component of the participation plan will bring agencies and jurisdictions and targeted stakeholders together to discuss the implications of the findings of the first component's outreach effort as well as to ensure effective regional and local collaboration and cooperation throughout the process. This effort will involve two main components: agency and jurisdictional outreach, and a collaboration and

cooperation effort focused on specific technical topics and interest areas. This component will be conducted along a roughly parallel timeframe with the first component.

## Agency and Jurisdictional Outreach

In this component, the project team will work with cities, counties, and agencies such as Tri-Met and the Port of Portland to conduct targeted outreach and communication efforts intended to address the specific outreach and information needs of each agency or jurisdiction. In addition, the role of the project team will be to assist the agencies and jurisdictions in question so as to ensure that they are effectively collaborating with each other and the RTP process. The regular standing County Coordinating Technical Advisory Committees meetings and other means (e.g., joint MTAC/TPAC and MPAC/JPACT workshops, Regional Travel Options Subcommittee, Transport Subcommittee, Freight TAC the Bi-State Transportation Committee presentations) will be utilized to share project information and collect input throughout the process.

<i>Consultant Deliverables:</i>	Meeting organization, outreach and educational materials design, facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2-4 Planning Meetings and 1-2 Conference Calls (combined Agency and Jurisdictional Outreach/ Topical Workshops).
<i>Link to RTP TAP:</i>	The agency and jurisdictional outreach process is intended to extend the reach of the RTP outreach effort by coordinating with agencies and jurisdictions responsible for implementing elements of the Regional Transportation Plan. This effort will occur during the identification of desired outcomes, public priorities and scenarios tasks in Phase 2 and prioritization of transportation investment tasks in Phase 3, with coordinating meetings split evenly between the two phases.
<i>Links to Other Efforts:</i>	Where ever possible partnering opportunities will be pursued to combine and consolidate outreach to agencies and jurisdictions with other similar efforts. It is hoped that this will help to avoid “meeting fatigue” and will allow participants to better consider the broader issues facing the region.
<i>Timeframe:</i>	June 2006 – June 2007
<i>Number of Workshops:</i>	6

## Mayors’/Chairs’ Forums

The Mayors’/Chairs’ forums will provide the setting for both sharing and collecting information with the region’s elected officials as part of the broader New Look process. Three forums are budgeted in the New Look work program. Metro staff and leadership will develop the specific objectives and format of these forums.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Link to RTP TAP:</i>	The forums are intended to extend the reach of the RTP outreach effort by coordinating directly with local elected officials responsible for implementing elements the Regional Transportation Plan. The purposes of the forum and link to technical work will be developed.

*Links to Other Efforts:* The Forums are intended to directly link all New Look long-range planning efforts currently underway. The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the forums and discussed as parts of one single planning effort.

*Timeframe:* October 2006 and May 2007

## Technical Topic Workshops

These workshops will be conducted focusing on key interest areas and technical topics such as: finance, governance, economic development, sustainability, and housing as they related to the regional transportation system. Public agency and jurisdictional staff, as well as representatives from identified community-based organizations, business groups and advocacy groups will meet to help to ensure effective region-wide cooperation and collaboration. A high priority in this effort will be to make sure that minority, low-income, or other traditionally underrepresented communities share in the benefits of transportation improvements without bearing a disproportionate burden. The project team in partnership with Metro staff and leadership will develop the format and purpose of these workshops.

*Consultant Deliverables:* Meeting organization, outreach and educational materials design, facilitation, summary report.

*Metro Responsibilities:* Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.

*Number of Meetings:* 3 Planning Meeting and 1-2 Conference Calls (combined Agency and Jurisdictional Outreach/Technical Topic and Interest Area meetings).

*Link to RTP TAP:* The topical workshops are intended to assist in the refinement of the transportation investment priorities and selection of the recommended implementation strategies.

*Links to Other Efforts:* Participants will be asked to consider transportation issues in relation to the broader long-range planning context. Opportunities to partner with local governments and targeted groups and organizations will be identified.

*Timeframe:* January 2007 – September 2007

*Number of Workshops:* 5

## CETAS Briefings

SAFETEA-LU requires consultation of Federal and state wildlife, land management and regulatory/resource agencies during the process to ensure adequate consideration of environmental impacts at a transportation system planning level of analysis. The Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) group includes state and federal resource agencies, including FHWA, National Marine Fisheries, ODOT, DLCD, ODEQ, Oregon Department of Fish and Wildlife, State Historic Preservation Office, Oregon Division of State Lands, Oregon Parks and Recreation, U.S. Army Corp of Engineers, U.S. Environmental Protection Agency and U.S. Fish and Wildlife Service. Metro staff and leadership will develop the specific objectives and format of these briefings.

*Consultant Deliverables:* None.

*Metro Responsibilities:* Materials production/printing and presentation.



<i>Link to RTP TAP:</i>	The consultation briefings are intended to extend the reach of the RTP outreach effort by coordinating directly with Federal and state wildlife, land management and regulatory/resource agencies as required by SAFETEA-LU. The purposes of the briefing and link to technical work will be developed in consultation with FHWA Division staff.
<i>Links to Other Efforts:</i>	The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the briefings and discussed as parts of one single planning effort.
<i>Number of Briefings:</i>	2
<i>Timeframe:</i>	October 2006 and September 2007

## Outreach Toolkit

In order to extend the reach of the outreach effort, local jurisdictions, agencies, and organizations will be provided with a “toolkit” of outreach and educational materials. This outreach kit will consist of a variety of educational materials and information designed for distribution to the public by Metro in partnership with agencies, jurisdictions, and organizations.

<i>Consultant Deliverables:</i>	Outreach toolkit design.
<i>Metro Responsibilities:</i>	Materials production/printing, toolkit distribution, mailing costs.
<i>Number of Meetings:</i>	1-2 Conference Calls.
<i>Link to RTP TAP:</i>	The outreach toolkit will be developed to assist in the identification of desired outcomes and public priorities, with potential supplemental materials to be determined later to assist in the transportation investment prioritization tasks in Phase 3.
<i>Links to Other Efforts:</i>	The outreach toolkit will be created in such a way that it clearly links the RTP process with the New Look regional long-range planning effort.
<i>Timeframe:</i>	Development and distribution from June 2006 – September 2006, with supplemental materials development and distribution to occur after the December Forum to coincide with the project prioritization tasks in Phase 3.

## COMPONENT 3: ADOPTION PROCESS (SEPT. – NOV. 2007)

The third component will coincide with the release of the draft RTP, and will focus on soliciting input. A final Regional Forum, public hearings, web-based outreach, transportation hotline and other means will be used to provide information to key stakeholders and the general public. This component will begin upon release of a discussion draft 2035 RTP document. It is expected that this effort will begin in September 2007 and continue into November 2007.

## Regional Forum

A Regional Transportation Forum will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback. The forum will be similar to the regional forums described in component one, with a focus on the discussion draft RTP and will include informational booths and presentations as well as a variety of methods for collecting feedback.

<i>Consultant Deliverables:</i>	Meeting organization, outreach and educational materials design, facilitation, summary report.
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<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	1 Planning Meeting and 1-2 Conference Calls.
<i>Link to RTP TAP:</i>	This forum will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback
<i>Links to Other Efforts:</i>	The forum will be structured so as to show the relationships between the RTP and Metro's other planning efforts.
<i>Timeframe:</i>	September 2007
<i>Number of Forums:</i>	1

## **Metro Council Public Hearings**

Public hearings will be conducted throughout the region with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback. These hearings will be hosted by the Metro Council as part of regular meetings, and may include informational booths.

<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, mailing costs.
<i>Link to RTP TAP:</i>	The hearings will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback
<i>Links to Other Efforts:</i>	Where possible, public hearings will be combined with events of the other planning efforts.
<i>Timeframe:</i>	September – November 2007
<i>Number of Hearings:</i>	4

## **Web-Based Outreach**

The project website will be configured to allow the public to submit comments on the draft RTP. The web page will also include a description of the update process, a timeline with key decision points, fact sheets, newsletters and other pertinent information about the process. Additionally, the Budget Challenge Game will be completed and ready for public use.

<i>Consultant Deliverables:</i>	Summary report and the Budget Challenge Game.
<i>Metro Responsibilities:</i>	Hosting and maintenance of interactive elements, response collection and tabulation.
<i>Number of Meetings:</i>	1 Planning Meeting and 3-4 Conference Calls (combined Interactive Web Component/Web-based Outreach meetings).
<i>Link to RTP TAP:</i>	Web-based outreach will be integrated into the public review phase of the discussion draft RTP.
<i>Links to Other Efforts:</i>	The RTP web component will be part of a larger web-based outreach effort that combines all four long-range planning initiatives accessed through a single website. Opportunities to have local governments and other stakeholder group websites to provide links to the Metro website will be identified.
<i>Timeframe:</i>	Ongoing

## Transportation Hotline

Metro staff will maintain a 2035 RTP Update message program with timely information that includes meeting dates and key decision points. A mailbox option for leaving comments and requesting information will also be established as part of this function.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Hosting and maintenance of hotline, response collection and tabulation.
<i>Link to RTP TAP:</i>	Use of the transportation hotline will be integrated into the public review phase of the discussion draft RTP.
<i>Timeframe:</i>	September – November 2007

## Media Outreach

Using mass media and public outreach techniques, information will be provided to inform and engage the community about the release of the draft RTP, and solicit feedback. Media briefings will be conducted with reporters and editorial board members as determined appropriate. Press releases and media packets will be developed and provided to media at key decision-making points. The media will be notified of public meetings and decisions prior to the date of the meeting/hearing.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Preparation, printing and distribution of materials, general media outreach.
<i>Number of Meetings:</i>	1-2 conference calls (if needed).
<i>Link to RTP TAP:</i>	Media outreach will be integrated into the public review phase of the discussion draft RTP.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the New Look.
<i>Timeframe:</i>	September 2007 – November 2007

## Public Comment Report

A public comment report will be compiled and summarized at the end of the formal public comment period.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Public Comment Report and printing and distribution of materials.
<i>Link to RTP TAP:</i>	The public comment summary report will be integrated into the public review phase of the discussion draft RTP and will be used to identify refinements to the discussion draft RTP prior to adoption.
<i>Timeframe:</i>	September 2007 – November 2007

## Final Public Outreach Summary Report

A final summary report containing a complete evaluation and overview of the outreach effort, including a discussion of the successes and potential areas for improvement will be created.

<i>Consultant Deliverables:</i>	Final Summary Report.
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<i>Metro Responsibilities:</i>	Printing and distribution of materials.
<i>Number of Meetings:</i>	1-2 conference calls (if needed).
<i>Link to RTP TAP:</i>	The final public outreach summary report is intended to be included in the final RTP report.
<i>Links to Other Efforts:</i>	The RTP summary report will include a section that outlines how the outreach effort for the RTP was linked with New Look efforts, as well as an evaluation of how well this was accomplished.
<i>Timeframe:</i>	February 2008

## APPENDIX A: ADDITIONAL CONTEXT FOR THE 2035 RTP UPDATE

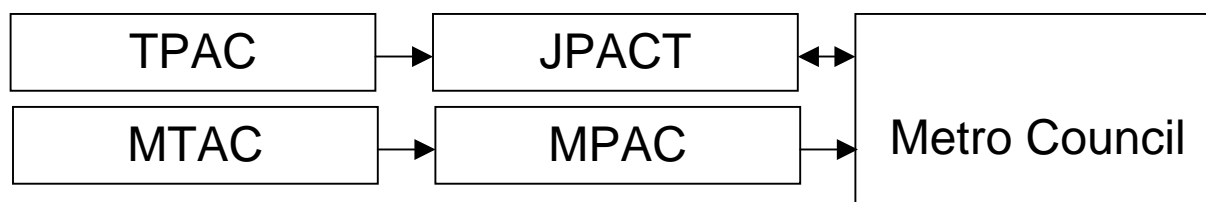
### REGIONAL CONSULTATION, COORDINATION AND DECISION-MAKING STRUCTURE

Metro's transportation planning activities are guided by a decision-making framework that consults and coordinates the perspectives of federal, state, regional and local government agencies, citizens and interest groups as part of the decision-making process.

Metro facilitates this consultation and coordination through four advisory committee bodies –the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). In addition, the Metro Committee for Citizen Involvement (MCCI) provides advice to the Metro Council on how to best involve residents in regional planning activities. **Figure 1** displays the regional transportation decision-making process.

*Figure 1.*

#### Regional Transportation Decision-Making Process



*Source: Metro*

### Roles and Responsibilities

A more detailed description of make-up and the roles and responsibilities of each decision-making body are provided below.

**Metro Council.** The Council President is directly elected region-wide and the six other members of the Metro Council are directly elected from districts throughout the region. The Council approves Metro policies, including transportation plans recommended by JPACT. The Metro Council, in making policy decisions and approving transportation plans, relies on JPACT and the Metro Policy Advisory Committee (MPAC) for input. JPACT and MPAC, in turn, rely on technical expertise and input from TPAC and the Metro Technical Advisory Committee (MTAC).

**JPACT.** The Joint Policy Advisory Committee on Transportation (JPACT) provides a forum for elected officials and representatives of agencies involved in transportation planning to evaluate transportation policies and make recommendations on projects to implement those policies. This 17-member committee makes funding recommendations to the Metro Council. The committee includes elected officials from local governments within the region, three Metro councilors, representatives from ODOT, TriMet, the Port of Portland, plus representatives from governments and agencies of Clark County, Wash., and the state of Washington. The JPACT finance subcommittee also meets to develop and recommend financing strategies to implement the region's transportation policies.

- **Bi-State Transportation Committee**

The Bi-State Coordination Committee is a subcommittee of Metro's Joint Regional Policy Advisory Committee on Transportation (JPACT) and Southwest Washington Regional Transportation Council (RTC). The role of the committee is to review transportation and land-use issues of bi-state significance and to present recommended actions to JPACT and RTC. The committee is comprised of six members from Clark County and seven members from the Portland metro area. The Bi-State Coordination Committee was chartered through resolutions approved by Metro, Multnomah County, the cities of Portland and Gresham, TriMet, ODOT, the Port of Portland, the Southwest Washington Regional Transportation Council (RTC), Clark County, C-Tran, Washington State Department of Transportation (WSDOT) and the Port of Vancouver.

**MPAC** – Metro Policy Advisory Committee (MPAC) is a 28-member committee that was established by Metro Charter to provide a vehicle for local government involvement in Metro's growth management planning activities. It includes eleven locally-elected officials, three appointed officials representing special districts, TriMet, a representative of school districts, three citizens, two Metro Councilors (with non-voting status), two officials from Clark County, Washington and an appointed official from the State of Oregon (with non-voting status). Under Metro Charter, this committee has responsibility for recommending to the Metro Council adoption of, or amendment to, any element of the Charter-required Regional Framework Plan. In accordance with this requirement, the transportation plan developed to meet SAFETEA-LU, the Oregon Transportation Planning Rule and Metro Charter requirements will be developed with input from both MPAC and JPACT. This ensures proper integration of transportation with land use and environmental concerns.

**TPAC.** The Transportation Policy Alternatives Committee (TPAC) provides technical input into the planning process and makes recommendations to JPACT. TPAC membership includes senior technical staff from cities and counties in the region, ODOT, TriMet, the Port of Portland, the Washington Department of Transportation, Federal Highway Administration, Oregon Department of Environmental Quality and the Southwest Washington Regional Transportation Council. There are also six citizen representatives with strong public involvement skills and diverse backgrounds appointed to TPAC by the Metro Council. The citizen members represent business, freight, and alternative mode interests from different parts of the region.

- **Regional Travel Options (RTO) subcommittee.** The Regional Travel Options (RTO) subcommittee makes recommendations to the Transportation Policy Alternatives Committee (TPAC) related to a program to provide alternatives to driving alone in the region. The subcommittee has a total of three citizen representatives who join technical staff from jurisdictions around the region, including Metro, ODOT, TriMet, Washington County, Multnomah County, Clackamas County, City of Portland, Oregon Department of Energy, DEQ, Port of Portland and Wilsonville's South Metro Area Rapid Transit (SMART) agency and the Clark County Strategic Planning group (C-TRAN, WASHDOT or SWRTC).
- **Transport subcommittee.** The TransPort Subcommittee to TPAC guides and coordinates the region's intelligent transportation activities, including policy and operations as recommended by SAFETEA-LU. The committee is a multi-agency group of transportation system providers representing the same agencies as TPAC. In early 2005, the role of this group as a Subcommittee of TPAC was formalized.

**MTAC** – The Metro Technical Advisory Committee (MTAC) provides technical support into the regional planning process and makes recommendations to MPAC. The 37-member committee is composed of three citizen members, planning directors and other senior-level staff from cities and counties around the region including Clark county and Vancouver, Washington, ODOT, TriMet, the Department of Land Conservation and Development, Port of Portland, business, commercial and industrial representatives, service providers, community and environmental organizations.

**MCCI** –The Metro Committee for Citizen Involvement (MCCI) was established under Metro’s home-rule charter in 1992 to assist with the development, implementation and evaluation of Metro’s citizen involvement program and advise on how to best involve residents in regional planning activities. The committee has 20 positions: two in each of the six council districts; one representative from each of the county citizen involvement organizations; one representative from each county area outside Metro’s boundary; and two at-large positions. According to its bylaws, MCCI includes members from the entire area within the boundaries of Clackamas, Multnomah and Washington counties.

**Regional Freight and Goods Movement Task Force** – The Regional Freight and Goods Movement Task Force will be comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight. Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region’s long-range transportation system plan.

**Freight Technical Advisory Committee** – The Freight Technical Advisory Committee (TAC) will be comprised of public sector staff from the local, regional, and state agencies operating within Metro’s jurisdictional boundaries. The TAC will provide input and review of technical work products developed as part of the *Regional Freight and Goods Movement Plan*.

## REGULATORY CONTEXT FOR 2035 RTP UPDATE

The 2035 RTP Update is the first significant update to the Portland region’s RTP since the 2000 RTP.<sup>9</sup> The 2000 RTP was the culmination of a five-year effort to overhaul the previous plan to reflect new federal and state regulations and to implement the then newly adopted 2040 Growth Concept. It was the first RTP to be acknowledged by the LCDC as consistent with statewide planning goals. This planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy and requirements.

### Federal Context

Metropolitan areas with populations over 50,000 people are required by federal law to have a Metropolitan Planning Organization (MPO), and those organizations are required to prepare regional transportation plans that describe, among other things, how federal and state funds for transportation projects and programs will be spent. An MPO must create an RTP that identifies the transportation investments it will make with those funds over a 20-year planning period. Plans are required to be updated at least every four years.

Federal rules also require the RTP to be *financially constrained*, that is, the estimated costs of the identified projects do not exceed an estimate of revenues that are “reasonably anticipated to be available” for the 20-year plan period. A transportation project is eligible for federal transportation funds distributed through Metro if it is included in the financially constrained system and is consistent with federal air quality standards.

At the federal level, Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) is the most recent federal transportation legislation that establishes a comprehensive framework for making transportation investment decisions in metropolitan areas. Among other

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<sup>9</sup> There were minor updates in 2002 and 2003-04, designed to keep the RTP in compliance with state regulations and federal changes to transportation laws.

provisions, it directs Metro to expand consultation and coordination with planning officials, resource agencies and users of the system, develop a formal public participation plan that provides reasonable opportunities for interested parties to comment on development of the RTP and address eight planning factors focused on:

- Improving transportation safety
- Enhancing security
- Preserving the existing transportation system
- Supporting economic vitality
- Connecting people, freight, and modes
- Increasing system management and operations
- Minimizing environmental impacts
- Increasing mobility and accessibility

## **State Context**

In 1991, the Land Conservation and Development Commission adopted the Oregon Transportation Planning Rule (TPR). The TPR implements State Land Use Planning Goal 12, Transportation, which was adopted by the Oregon Legislature in 1974. The TPR is the road map for the preparation of transportation system plans (TSP) by all jurisdictions responsible for transportation planning in the state of Oregon.

TSPs prepared at the state, regional and local are required to plan for all modes of transportation. The TPR requires most cities and counties and the state's five MPOs to adopt transportation system plans that consider all modes of transportation, energy conservation and avoid principal reliance on any one mode to meet transportation needs. By state law, local plans in MPO areas must be consistent with the regional transportation system plan (TSP). In the Portland region, the Regional Transportation Plan serves as the regional TSP. Likewise, the regional TSP must be consistent with the Oregon Transportation Plan, adopted in 1992 by the Oregon Transportation Commission.

The state TPR requires that transportation system plans provide an adequate system of improvements that meet adopted performance measures. Goal 12 lists implementing directives including consideration of all modes of transportation; identification of needs; avoidance of single mode reliance; minimization of adverse impacts; energy conservation; meeting needs of transportation disadvantage; strengthening the economy by facilitating the flow of goods and services; and conformity with land use plans. The TPR also establishes mandates for linking transportation planning with land use.

## **Regional Context**

In 1979, the voters in this region created Metro, the only directly elected regional government in the nation. In 1991, Metro adopted Regional Urban Growth Goals and Objectives (RUGGOs) in response to state planning requirements. Revised in 1995 and acknowledged by the Land Conservation Development Commission in 1996, the RUGGOs establish a process for coordinating planning in the metropolitan region in an effort to preserve regional livability. In 1995, RUGGOs, including the 2040 Growth Concept, were incorporated into the Regional Framework Plan in 1997 to provide the policy framework for guiding Metro's regional planning program, including development of functional plans and management of the region's urban growth boundary. The RTP is a Metro functional plan.



## **Metro Charter**

In 1992, the voters of the Portland metropolitan area approved a home-rule charter for Metro. The charter identifies specific responsibilities of Metro and gives the agency broad powers to regulate land-use planning throughout the three-county region and to address what the charter identifies as “issues of regional concern.” Among these responsibilities, the charter directs Metro to provide transportation and land-use planning services, oversee regional garbage disposal, and recycling and waste reduction programs, develop and operate a regional parks system and operate regional spectator facilities such as the Oregon Zoo, the Oregon Convention Center and the Portland Metropolitan Exposition (Expo) Center. The charter also directed Metro to develop the 1997 Regional Framework Plan that integrates land-use, transportation and other regional planning mandates. The 2040 Growth Concept and implementing functional plan were incorporated into the charter-required regional framework plan.

## **Regional Framework Plan**

The Regional Framework Plan is a comprehensive set of policies that integrate land-use, transportation, water, parks and open spaces and other important regional issues consistent with the 2040 Growth Concept. The Framework Plan is the regional policy basis for Metro’s planning to accommodate future population and employment growth and achieve the 2040 Growth Concept.

## **2040 Growth Concept**

The 2040 Growth Concept was adopted in 1995, and serves as the blueprint for future growth in the region. The Growth Concept text and map identify the desired outcome for the compact urban form to be achieved in 2040. The 2040 Growth Concept has been acknowledged to comply with statewide land use goals by the Land Conservation and Development Commission (LCDC). It is the foundation of Metro’s 1997 Regional Framework Plan. Adoption of the 2040 Growth Concept established a new direction for planning in the Portland metropolitan region by linking urban form to transportation. This new direction reflects a regional commitment to developing a plan that is based on efficient use of land and a safe, cost-effective and efficient transportation system that supports the land uses in the 2040 Growth Concept and serves all forms of travel.

The unifying theme of the 2040 Growth Concept is to preserve the region’s livability while planning for expected growth in this region – a principle that calls for a regional transportation system designed to meet the specific needs of each 2040 Growth Concept land use component. The Regional Transportation Plan seeks to protect the region’s livability by defining a transportation system that:

- anticipates the region’s current and future travel needs for safe and efficient people and goods movement
- accommodates an appropriate mix of all forms of travel
- supports key elements of the 2040 Growth Concept through strategic investments in the region’s transportation system

## **A New Look at Regional Choices**

Since the adoption of the long-range plan in 1995, the region’s population has increased by 200,000 residents. More people, especially young adults, are moving to the region because it is a great place to live, work and play. This rapid growth brings jobs and opportunity, but it also creates new challenges. New forecasts show that within the next 25 years, about a million more people will live in the five-county

Portland metropolitan region. Time has exposed some of the shortcomings in the implementation of the region's long-range plan, as well as tensions and trade-offs between different objectives.

In 2005, the Metro Council initiated a project called the New Look at Regional Choices (the New Look) is a regional process to update Metro's long-range strategies and policies for managing growth. The process will focus primarily on updating the region's implementation tools to best support the region's vision for urban form, the economy, transportation, and the environment. At the end of 2006, the Metro Council will adopt updated policies and implementation strategies, which may include proposals for the 2007 Oregon Legislature and policy direction on transportation investment priorities to be integrated into the 2035 RTP. The RTP Update is simultaneously the transportation element of the New Look. Metro wants the region's land use and transportation policies work together to enhance the region's economic strength and livability.

## KEY ISSUES TO BE ADDRESSED

The region has aggressively implemented state policy calling for reduced reliance on any single mode of transportation. In practice, this has meant complementing the region's roads and highways with a comprehensive public transit network; taking seriously the needs of pedestrians and bicyclists in addition to cars; and integrating land use and transportation planning by promoting compact urban form and mixed-use development. Providing for our future transportation needs will be made more difficult by several key challenges, all of which have important implications for the region's ability to achieve its economic and community goals.

**Growth:** As the region expands to accommodate the one million new residents that are expected to be living here by 2030, major new transportation investments will be required to serve both developed and developing areas.

**Congestion:** A 2005 study found that the region's excellent rail, marine, highway, and air connections to national and international destinations position it as both a hub for the distribution of goods across the country and a gateway for global trade. These connections make the region's economy highly dependent on transportation. However, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion — even with currently planned investments — will harm the region's ability to maintain and grow business.

**Funding:** State and local funding for roads and transit is failing to keep pace with current needs, to say nothing of the growth expected in the coming decades. Funding has been identified for less than half the \$10 billion cost of the projects in the current Regional Transportation Plan. Furthermore, these capital expenditures compete against critical needs for operations and maintenance of the existing transportation system.

## Issues to resolve

- How should the region prioritize needed transportation projects given current funding constraints? How can the region respond to rapid population growth if funding remains static?
- What is the appropriate balance between large projects that serve freight and economic development and other projects that support transportation choices and vibrant centers and neighborhoods?
- Where will the funding come from for the significant infrastructure investments needed to serve new urban areas brought inside the urban growth boundary?

- How can the region ensure that major highway projects solve existing problems rather than inducing demand from outside the region and creating new problems?
- How can we fund multi-modal projects that are critical for community livability but not eligible for highway fund dollars?
- How can the region reconcile the fragmented ownership of its transportation facilities with the need for coordinated governance of the system?
- How can the region best monitor whether its transportation system is successful in meeting regional goals and policies?

## FRAMEWORK FOR UPDATING THE RTP

Though there are many requirements (federal and state) and planning standards that affect the content of an RTP, it is fundamentally about making good choices about transportation investments that support our land use, economic and environmental goals in the face of competition for limited funds. The process leading to an adopted RTP, and the transportation investments it authorizes, must incorporate public opinion and technical information in a public discussion of:

- What the region wants from its transportation system (outcomes).
- What projects and programs are most likely to produce those outcomes efficiently and fairly.
- What obstacles (especially financial ones) are there to implementing those projects and programs.
- What projects, programs and strategies should be pursued.

In sum, the RTP planning effort should provide good information (accurate, relevant, and understandable) about project and program performance (benefits and costs) in an open process that facilitates decisions about transportation investments that best advance the 2040 Growth Concept and are efficient and equitably serve the public.

## New directions and emphasis

To this end, two elements of the planning process are to be given particular attention in the 2035 RTP Update:

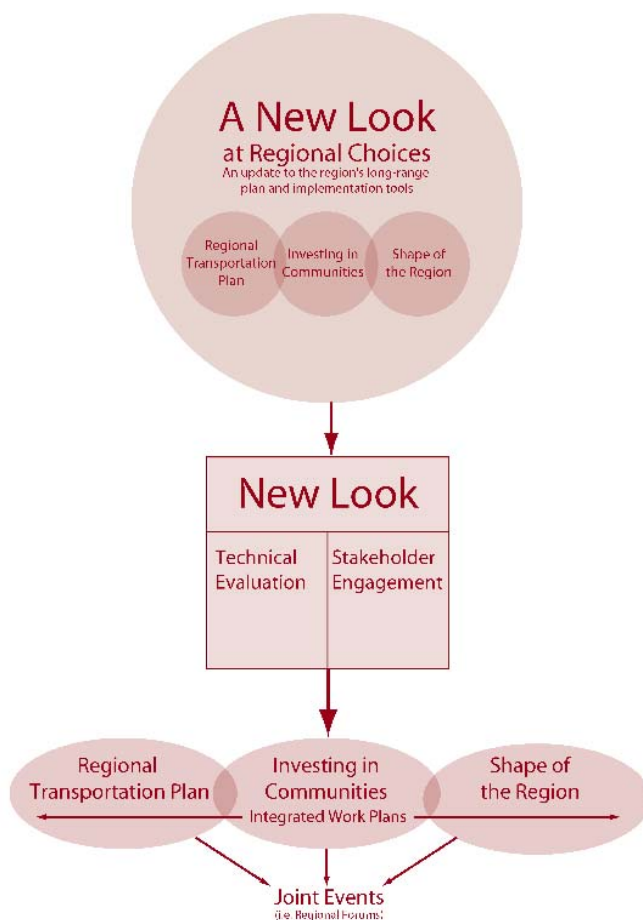
- **Integration and coordination with other regional planning processes.** The process for plan development and review must coordinate with other planning process to achieve common regional goals and outcomes. There are important links between transportation improvements and strategic investments that forward goals for land use and the region's economy while also supporting goals for protecting the environment. Consultation with a broader spectrum of interests will also be integrated into the process as the RTP update is integrated within the broader New Look planning process.
- **Focus on good information about desired outcomes, actions to achieve them, and the ability to afford those actions given realistic financial expectations.** The values and desired outcomes of the public are very important, and the decision-making process will focus on those values and outcomes to develop a priority list of transportation investments that is calibrated with realistic financial expectations for funding priority transportation services and programs to maximize benefits across the region.

## Integration and coordination

The Portland region is held as a model around the country for coordinated regional planning on transportation and land use. The RTP process and resulting planning must be integrated both internally and externally. Internally, the planning must coordinate the *technical analysis and policy development* with the *public-participation process*. *Internal integration* means that the RTP process is designed so that the technical information is available for the public process and decision-makers when it is needed, and the public process does not consider policy issues before the appropriate technical information can be made available. *External integration* means that the RTP process is coordinated with other planning efforts in the region. Metro is concurrently updating the region's long-range growth management plan, supporting transportation plan, and implementation tools in its *New Look* planning effort. **Figure 2** illustrates how the RTP update fits in the New Look planning process.

**Figure 2.**

### A New Look at Regional Choices Planning Process



Source: MIG

The circle at the top of **Figure 2** shows the *New Look* as the comprehensive evaluation of development issues in the Portland region. The *New Look* has three main components, each with many technical elements:

- *Investing in Communities* focuses on growth and development *inside* the current urban growth boundary (UGB).
- *Shape of the Region* focuses on growth and development at the urban fringe, primarily *outside* the current UGB.
- *A New Look at Transportation* (which is simultaneously the required federal process for creating an RTP) supports (and also influences) the vision for growth and development that emerges from the previous two components.

The RTP update will focus on all types of transportation projects and programs—including highways, streets, boulevards, transit, walking, biking, freight, system management and operations and demand

management. By working within the umbrella of the New Look, the process will take into consideration how those transportation investments affect land use, the economy and environmental quality.

## Focus on outcomes

The current 2004 RTP includes nearly 1,000 multi-modal projects estimated to cost more than \$10 billion, but the region anticipates receiving less than \$5 billion in revenue over 20 years. Furthermore, these are capital costs that compete for the same sources used by state, regional, and local governments for operations and maintenance. This funding shortfall creates problems not only for providing needed transportation infrastructure investments, but also for the achieving the desired land-use patterns envisioned in the 2040 Growth Concept.

That gap between the cost of desired transportation improvements and the ability to pay for them is a central concern of the 2035 RTP Update. *To address the funding challenges Metro wants to modify the traditional process the region uses to evaluate and prioritize transportation improvements. Metro also wants the process to define the critical transportation issues facing the region and choices for prioritizing needed transportation improvements in the context of the New Look.*

A goal of this planning effort is a more streamlined plan and a list of transportation priorities that:

- support the Region 2040 Growth Concept and the New Look policy direction, and
- collectively do not cost more than realistic estimates of revenues. The process should engage citizens and their elected and appointed representatives to elicit their opinions about what transportation improvements are most important to them to inform prioritizing transportation investments.

Metro originally asked the consultant team to design a process based on an approach called “Budgeting for Outcomes.” The approach builds from three premises: (1) there are specific outcomes the public desires; (2) there is a price the public is willing to pay for government services that has remained relatively constant over time; and (3) establishing budget priorities within that willingness to pay should be based on public input.

Because the “Budgeting for Outcomes” approach is designed for a single jurisdiction to make budget priority decisions for an individual jurisdiction, Metro and the consultant team are adopting its principles but adapting its procedures to fit within the complex transportation funding and multi-jurisdictional environment that exists in the Portland metropolitan region. The clear desire is to move away from a plan that is a compilation of locally desired projects with an unfunded cost, to one that focuses on delivering specific results (e.g., outcomes) that citizens value (e.g., priorities) at a price they are willing to pay. The 2035 RTP Update process will enable citizens and decision-makers to work together to identify the highest priority transportation projects and programs—ones that provide a relatively high amount of net benefits for the entire region.

Better information about what transportation improvements people want and are willing to pay for is essential to the creation of an RTP that provides efficient transportation improvements and is financially constrained. What people are willing to pay (in their various roles as transportation users and federal, state, and local taxpayers) theoretically establishes the financial constraint. Given that context, an RTP (like any plan for public investment) should try to:

- *Identify what matters to citizens.* This requires identifying the public’s desired outcomes and transportation priorities in the context of limited transportation funding.

- *Measure what matters.* This requires the development of outcomes-based performance measures that should include qualitative assessments of impacts (e.g., public opinion) as well as quantitative ones (e.g., the outputs of travel-demand models or environmental justice analysis) while being careful not to double-count either as a benefit or a cost.
- *Identify choices to be made through public policies and/or investments.* Though the choices are ultimately political ones (made by a small group of decision-makers elected or appointed to represent a larger public), the hope is that the choices made roughly conform to a ranking of projects based on net benefits (cost-effectiveness), subject to constraints imposed by goals for the distribution of net benefits (fairness, equity).

This logic has been fundamental to proponents of effective decision-making and public policy for a century and will serve as the foundation for the 2035 RTP update. The RTP update technical evaluation will fit into and inform a larger process of public decision-making. A public decision-making process that is informed by good information (understandable and accurate, with assumptions and variability clearly documented) will result in better and more informed decisions.

## APPENDIX B: TIMELINE, MAJOR TASKS AND OUTREACH STRATEGIES

2006		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
<b>Feb–June</b>	<ul style="list-style-type: none"> <li>▶ Stakeholder scoping</li> <li>▶ Identify key issues to address</li> <li>▶ Establish project website and interested parties' list</li> <li>▶ Develop and finalize work program and PPP</li> </ul>	<ul style="list-style-type: none"> <li>• Regional Transportation Forum (April 20)</li> <li>• Review of work plan and PPP—MCCI/Council/JPACT/MPAC/MTAC/ TPAC</li> <li>• Information on Metro website</li> </ul>
<b>June–Sept</b>	<ul style="list-style-type: none"> <li>▶ Define a framework that allows desired outcomes to be measured and to be useful in evaluating transportation system</li> <li>▶ Research transportation system conditions (transportation, economic, financial, demographic and environmental trends)</li> <li>▶ Analyze financial trends, evaluate funding options and draft 20-year revenue forecast</li> <li>▶ Define and evaluate “scenarios” that distinguish land use and transportation policy choice</li> <li>▶ Identify desired outcomes and performance measures</li> </ul>	<ul style="list-style-type: none"> <li>• Regional forum (June)</li> <li>• Council/JPACT/MPAC/MTAC/TPAC discussions</li> <li>• One Focus group</li> <li>• Three stakeholder workshops</li> <li>• Three jurisdiction/agency workshops</li> <li>• Fact sheets</li> <li>• Outreach toolkit prepared</li> <li>• Media outreach (op-ed pieces, newspaper articles)</li> <li>• Metro website</li> <li>• Metro transportation hotline</li> </ul>
<b>Oct-Dec</b>	<ul style="list-style-type: none"> <li>▶ Comprehensive transportation system assessment</li> <li>▶ Develop State of Transportation in the Region report</li> <li>▶ Adopt revenue forecast and New Look policy direction for RTP</li> </ul>	<ul style="list-style-type: none"> <li>• One Mayors’/Chairs’ forum (Fall)</li> <li>• Regional transportation forum (Dec)</li> <li>• Council/JPACT/MPAC/MTAC/TPAC discussions</li> <li>• One focus group</li> <li>• Public opinion survey</li> <li>• Newsletter</li> <li>• Media outreach (op-ed pieces, newspaper articles)</li> <li>• Metro website</li> <li>• Metro transportation hotline</li> </ul>
2007		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
<b>JAN–JUNE</b>	<ul style="list-style-type: none"> <li>▶ Update policies and system maps</li> <li>▶ Solicit RTP projects</li> <li>▶ Create RTP project database</li> <li>▶ Conduct transportation system analysis</li> <li>▶ Refine policies and update implementation strategies and regulations</li> </ul>	<ul style="list-style-type: none"> <li>• Council/JPACT/MPAC/MTAC/TPAC discussions</li> <li>• Three focus groups</li> <li>• Two stakeholder workshops</li> <li>• Three jurisdiction/agency workshops</li> <li>• Fact sheets</li> <li>• Topical workshops</li> <li>• Metro website</li> <li>• Metro transportation hotline</li> </ul>

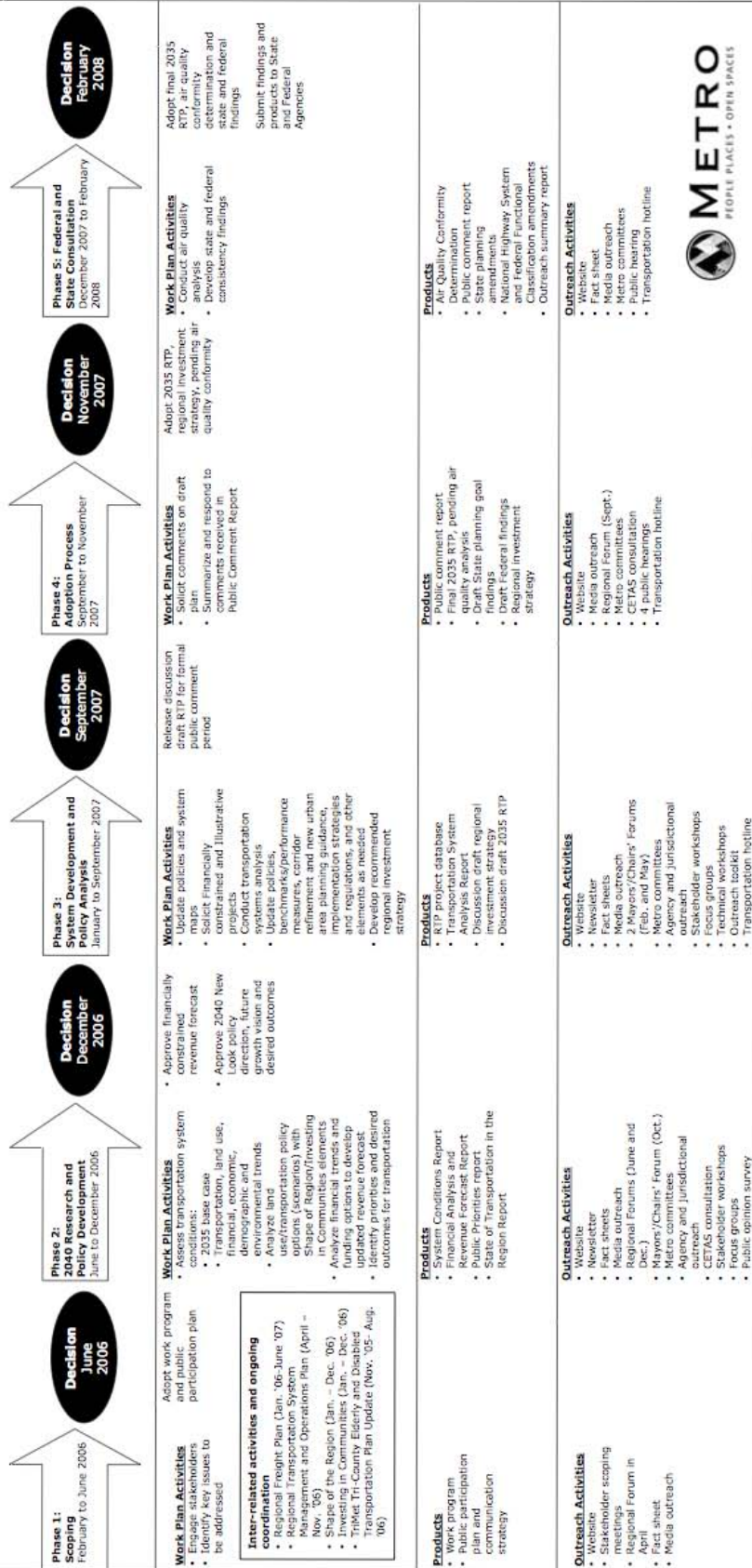
2007 (CONT)	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
<b>SEPT–NOV</b>	<ul style="list-style-type: none"> <li>▶ Release discussion draft RTP for public review</li> <li>▶ Respond to public comments</li> <li>▶ Refine draft RTP based on comments</li> <li>▶ Adopt 2035 RTP, pending air quality conformity analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Formal 45-day public comment period</li> <li>• Regional Transportation Forum (Sept)</li> <li>• Council/JPACT/MPAC/MTAC/TPAC discussions</li> <li>• Metro hotline</li> <li>• Public hearings</li> <li>• Public comment summary report</li> <li>• Public information (notices, op-ed pieces, newspaper articles)</li> <li>• Information on Metro website</li> </ul>
<b>DEC–JAN 2008</b>	<ul style="list-style-type: none"> <li>▶ Air quality consultation on methodology and assumptions</li> <li>▶ Conduct air quality analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Air quality consultation</li> <li>• Metro website</li> </ul>
2008		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
<b>JAN–FEB</b>	<ul style="list-style-type: none"> <li>▶ Develop state and federal consistency findings</li> <li>▶ Respond to public comments on air quality conformity</li> <li>▶ Refine draft RTP based on comments</li> </ul>	<ul style="list-style-type: none"> <li>• Formal 30-day public comment period on air-quality conformity analysis</li> <li>• Continue air-quality consultation</li> <li>• Metro hotline</li> <li>• Metro website</li> <li>• Public hearing</li> <li>• Fact sheet</li> <li>• Information on Metro website</li> </ul>
<b>FEB-MARCH</b>	<ul style="list-style-type: none"> <li>▶ Final adoption of 2035 RTP, Air Quality Conformity and findings</li> <li>▶ Submit final 2035 RTP, conformity determination, and federal findings to FHWA/FTA for review and Federal certification</li> <li>▶ Submit final 2035 RTP and findings to State for post-acknowledgement review</li> </ul>	<ul style="list-style-type: none"> <li>• Public notices</li> <li>• Outreach evaluation report</li> </ul>



# 2035 Regional Transportation Plan A New Look at Transportation

## Updating the metro region's long-range transportation plan

Updated May 30, 2006



## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 06-3661, FOR THE PURPOSE OF APPROVING A WORK PROGRAM FOR THE 2035 REGIONAL TRANSPORTATION PLAN UPDATE AND AUTHORIZING THE CHIEF OPERATING OFFICER TO AMEND CONTRACT NO. 926975

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Date: May 31, 2006

Prepared by: Kim Ellis

### **SUMMARY**

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the MPO, Metro is charged with developing the Regional Transportation Plan (RTP) that defines regional transportation policies that will guide transportation system investments in the Portland metropolitan region needed to achieve the 2040 Growth Concept. The RTP must be updated at least every 4 years, and be consistent with guiding federal, state, and regional transportation and land use policy and requirements. The RTP also serves as the threshold for all federal transportation funding in the Portland metropolitan region and describes how federal and state funds for transportation projects and programs will be spent in the region. An MPO must create an RTP that identifies the transportation investments it will make with those funds for at least a 20-year planning period, consistent with federal and state air quality requirements. As the federally designated Metropolitan Planning Organization (MPO), Metro coordinates the distribution of these funds through the RTP and Metropolitan Transportation Improvement Program (MTIP).

The Metro Council initiated the 2035 RTP Update on September 22, 2005 with approval of Resolution #05-3610A (for the Purpose of Issuing a Request for Proposals to Develop a Work Scope for an Expanded 2005-08 Regional Transportation Plan Update that Incorporates the "Budgeting for Outcomes" Approach to Establishing Regional Transportation Priorities). The 2035 RTP update represents the first significant update to the plan in six years. The update is anticipated to be complete by November 2007 to allow adequate time to complete air quality conformity analysis and federal consultation before the current plan expires on March 8, 2008.

This is the first major update to the RTP since 2000, which was the first truly multi-modal plan to fully embrace the policies and vision for 2040 Growth Concept. The region is experiencing unprecedented growth and increasing competition for limited funds. The current plan includes projects that would cost more than twice the anticipated funding. This update will involve a new approach to address these issues and guiding federal, state and regional transportation and land use policy and requirements. The new approach (1) includes a strong education component to increase community and stakeholder awareness of the issues, (2) uses an outcomes-based approach to assess 2040 implementation and to evaluate and prioritize the most critical transportation investments, (3) emphasizes collaboration with regional partners and key stakeholders to resolve the complex issues inherent in realizing the region's 2040 Growth Concept, and (4) integrates land use, economic, environmental and transportation objectives that are part of the broader New Look planning effort.

The process will also build on new information learned from the Cost of Congestion Study and New Look public opinion research. The process will also address new federal, state and regional planning requirements, including SAFETEA-LU legislation, recent Transportation Planning Rule amendments and new policy direction from the New Look planning process.

This resolution approves the 2035 RTP Update work program and authorizes the Chief Operating Officer to amend Metro Contract No. 926975, Amendment #2, for additional time, budget and scope for consulting services identified in Exhibit A, for the period from February 17, 2006 to June 30, 2007, not-to-exceed \$410,000.

## **BACKGROUND**

### **2035 RTP Update Scoping Phase**

The first phase of the update included a formal scoping period to develop a detailed work plan to guide the update process. In February, Metro selected the ECONorthwest team<sup>1</sup> to assist with this effort. In March, Metro staff and the consultant team facilitated a series of focused policy-level discussions with the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) to kick-off the scoping phase to begin building agreement on the overall approach for the RTP update prior to engaging other key stakeholders in the process.

In April and May, the discussions were expanded to include the Metro Policy Advisory Committee (MPAC), Metro Technical Advisory Committee (MTAC), Transportation Policy Advisory Committee (TPAC), the Regional Travel Options (RTO) Subcommittee of TPAC and the Bi-State Transportation Committee. In addition, on April 20, Metro Councilors, JPACT and other key stakeholders from the Portland metropolitan region attended a Regional Transportation Forum, building on the March policy discussions. Participants included elected officials, city and county staff, members of the Metro Committee for Citizen Involvement (MCCI) and representatives from the business, environmental, and transportation communities.

### **Key Issues for the Work Program**

Three key issues emerged during the scoping phase discussions as most critical for the RTP update work program.

- **Issue 1:** The work program needs to have a strong educational component throughout the process to increase community and stakeholder awareness of the issues facing the region. Stakeholders have stressed the importance of providing fact-based information that is clear, visual and accessible.
- **Issue 2:** The updated RTP needs to more realistically take into account serious fiscal constraints facing the region and be based on tangible (e.g., measurable) outcomes in the context of the broader New Look planning effort. Stakeholders relayed their clear understanding that transportation funding in the region would be under serious fiscal constraints due to a wide variety of factors including reductions in Federal contributions to local transportation funding, and a resistance to raising tax revenue at the State and Local level. They also expressed support for considering funding options and using desired outcomes to identify and prioritize transportation investments that are crucial to the region's economy and that most effectively integrate the land use, economic, environmental and transportation objectives embodied in the 2040 Growth Concept.

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<sup>1</sup> The team is led by Terry Moore of ECONorthwest, and includes staff from MIG, Kittelson and Associates as well as Steve Siegel and Bob Moore.

- **Issue 3:** Effective coordination and collaborative partnerships will be key for the success of the RTP update. This coordination and partnering needs to occur with the local, regional, state and federal agencies and jurisdictions (including Washington State and the upper Willamette Valley), and be expanded to include the local and regional business communities, environmental organizations, and other interest groups that have been traditionally under-represented. Building partnerships with agencies and jurisdictions and a broad array of business, environmental and other community-based organizations will help the outreach effort be more effective.

Staff and the ECONorthwest team prepared a discussion draft work program that addresses federal, state and regional policy and requirements, integrates with the overall New Look planning process, coordinates with development of the *Regional Freight and Goods Movement Plan* and the *Regional Transportation System Management and Operations Plan*, and responds to the key technical, policy and process issues identified during the Scoping Phase. The work program was released for review by Metro’s standing committees and Federal Highway Administration (FHWA) Division Office staff and Federal Transit Administration (FTA) Regional Office staff from May 10 through May 24, 2006. MCCI reviewed the public participation plan component of the work program on June 7, 2006.

Refinements to the work program are recommended to address comments received during the review period and are described in **Attachment 1**. The recommended refinements are reflected in Exhibit A to Res. 06-6610 (For the Purpose of Approving A Work Program for the 2035 RTP Update). **Attachment 1** is divided into three sections:

- **Section 1** includes recommended refinements identified since May 10. The recommendations were approved by MTAC on May 17 and by “consensus of the members present” at MPAC on May 24.
- **Section 2** includes recommended refinements identified in consultation with Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) staff. These recommendations were not considered by MTAC or MPAC due to the timing of the consultation.
- **Section 3** includes recommended refinements identified during the TPAC discussion on May 26.

The 2035 RTP update technical and policy evaluation will inform, and be informed by, a larger process of stakeholder engagement and public decision-making. A summary of the project timeline, major tasks, products and outreach strategies is provided in **Attachment 2**.

### **RELATIONSHIP TO THE NEW LOOK REGIONAL PLANNING PROCESS**

In 2005, the Metro Council initiated a project called the New Look at Regional Choices (the New Look) is a regional process to update Metro’s long-range strategies and policies for managing growth. The process will focus primarily on updating the region’s implementation tools to best support the region’s vision for urban form, the economy, transportation, and the environment. At the end of 2006, the Metro Council will adopt updated policies and implementation strategies, which may include proposals for the 2007 Oregon Legislature and policy direction on transportation investment priorities to be integrated into the 2035 RTP. The RTP Update is simultaneously the transportation element of the New Look. Metro wants the region’s land use and transportation policies work together to enhance the region’s economic strength and livability.

### **RELATIONSHIP TO METRO-REGION PLAN FOR FREIGHT AND GOODS MOVEMENT**

Metro will undertake a planning effort, in coordination with the update of the Regional Transportation Plan (RTP), which focuses specifically on the region’s freight transportation system. To accomplish this work, Metro sought and was awarded a 2005-2007 Biennium Transportation & Growth Management

Grant to prepare a regional plan for freight and goods movement. A separate, but coordinated work program will be followed for this planning effort as described in **Attachment 3**.

The development of the *Regional Plan for Freight and Goods Movement* will be coordinated with technical and public participation elements of the broader Metro initiatives to evaluate implementation of the Region 2040 Growth Concept (*New Look*) and to update the region's transportation system plan (*2035 RTP Update*) to ensure a consistent planning approach. Relevant policy, project, and implementation strategy recommendations will be forwarded to the New Look and the 2035 RTP update process and decision-making framework.

## **SUMMARY OF THE TECHNICAL WORK AND POLICY DEVELOPMENT COMPONENT OF THE WORK PROGRAM**

This section summarizes the major technical and policy development tasks to be completed during the 2035 RTP update.

- **Phase 1 (Scoping: February – June 2006):** This phase focused on engaging stakeholders, identifying issues to address and development of the 2035 RTP update work program.
- **Phase 2 (2040 Research and Policy Development: June – December 2006):** A significant portion of the Phase 2 research and policy development will focus on analyzing the transportation system conditions and trends (including financial trends and funding options) and identifying public priorities for transportation and willingness to pay for desired transportation services and programs. Analysis of land use and transportation policy scenarios will be conducted as part of the broader New Look effort. In addition, the Contractor will assist Metro with developing an outcomes-based evaluation framework (e.g., define outcomes and criteria) that will be used to evaluate the New Look scenarios and to identify, evaluate and prioritize critical transportation investments in Phase 3 of the RTP update. The Contractor will also assist Metro with updating the financially constrained revenue forecast and evaluating funding options. This work will culminate in preparation of a State of Transportation in the Region report and policy recommendations to be considered as part of the broader New Look effort and Phase 3 of the RTP update to refine the plan's the policy, infrastructure and system management projects and implementation strategies.
- **Phase 3 (System Development and Policy Analysis: January-September 2007):** The focus of this phase of the RTP update is to integrate the New Look policy direction and findings from the regional transportation system assessment to update the plan's policies and implementation strategies and prioritize the financially constrained system of transportation investments for the region. Metro will conduct a process to solicit infrastructure and demand and system management projects and programs, and MPAC, JPACT and the Metro Council will prioritize these investments to best support the 2040 Growth Concept and desired outcomes within the updated financially constrained revenue forecast defined in Phase 2. The transportation investments will be analyzed using the regional travel demand model and the outcomes-based framework defined in Phase 2. This phase marks the end of the technical and policy development work and will result in preparation of the discussion draft 2035 RTP that will be released for public review.
- **Phase 4 (Adoption Process: September-November 2007):** The focus of this phase is the 45-day public comment period and refining the plan based on this review. The primary activities of this phase are described in the stakeholder engagement and public participation component of the work program below. A final draft 2035 RTP will be approved by MPAC, JPACT and the Metro

Council in November 2007, pending air quality conformity analysis to be conducted during Phase 5.

- **Phase 5 (December 2007 – February 2008):** The work activities of this phase will focus on completing an air quality conformity determination to demonstrate the updated plan meetings federal and state air quality requirements. Findings of consistency with state and federal planning requirements will also be developed. The final 2035 RTP and findings will be submitted to FHWA and FTA for federal certification and the Department of Land Conservation and Development for post-acknowledgement review upon completion of the conformity determination.

The process leading to an adopted RTP, and the transportation investments it authorizes has been designed to provide good information (accurate, relevant, and understandable) about project and program performance (benefits and costs) in an open process that facilitates decisions about transportation investments that best advance the 2040 Growth Concept and are efficient and equitably serve the public.

### **SUMMARY OF STAKEHOLDER ENGAGEMENT AND PUBLIC PARTICIPATION COMPONENT OF THE WORK PROGRAM**

The public participation plan is designed to meet regional, state and federal requirements for public participation and respond to the key issues raised during the scoping phase. This section describes the *stakeholder engagement and outreach* components that will inform development of an updated 2035 RTP plan, and support the decision-making role of the Metro Council, JPACT and MPAC and the participatory role of public agencies, targeted stakeholder groups and the general public.

Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials and resource agencies. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues.

This broad spectrum of stakeholders is the primary focus of the public participation plan. A variety of methods for engaging this audience have been identified, including focused discussions at Regional Forums, Mayors'/Chair's Forums, stakeholder workshops, Metro Advisory Committees and established County Coordinating Committee's meetings, focus groups, technical workshops and other methods of communication and engagement as described below.

A second priority for outreach is the general public. The general public will be engaged and provided opportunities to give input throughout the planning process. A significant element of this portion of the work program is a public opinion survey that will be conducted in English and Spanish to solicit a statistically valid measure of public values and needs. In addition, Metro's website will host an interactive project website that will include an on-line survey and a budget scenario exercise/game survey. The project website will also be used to provide information about the update process, timeline with key decision points identified, fact sheets, newsletters and other pertinent information about the process. The transportation hotline will be updated to include a 2035 RTP update message program that includes timely information about key decision points and provides an option for leaving comments and requesting additional information. In addition, feedback will be solicited on specific plan elements during public comment periods, public hearings and as part of formal review processes. Opportunities to partner with

local governments, business and community groups and use public access television to broaden awareness of and participation by the general public in the 2035 RTP update will be identified throughout the process.

Media outreach is also a significant element of the participation plan with the intent of using earned mass media to provide information to the general public and key stakeholders throughout the process. As appropriate, briefings of reporters and editorial boards will be conducted, and press releases, media packets and civic journalism will be developed. Two newsletters will be developed at key decisions points. Fact sheets explaining components of the plan will be developed as needed. The newsletters and fact sheets will be distributed through Metro's website, at events and upon request. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.

Notices of key decisions will be distributed through community newspapers, electronic newsletters, the transportation hotline and the Metro website. A formal 45-day public comment period will be scheduled to coincide with release of a discussion draft RTP in September 2007. Comments will be collected through Metro's transportation hotline, website, US mail, fax and email during this period. Four public hearings will be scheduled prior to adoption of the plan package, where citizens may submit testimony for the public record in person, by US mail, fax, or email directly to the Metro Council. In addition, the RTP and its attendant Air Quality Conformity Analysis will be made available for a formal 30-day public review period before final adoption in February 2008.

A collaborative effort will be required between the consultant team, Metro Council, JPACT, and staff to ensure that the public participation plan is an effective tool for developing and creating a constructive, meaningful, and broad-based dialogue with the citizens and decision-makers of the Portland metropolitan region.

Successful outcomes of this ambitious RTP update process depend on the active participation of local, state and regional decision makers, other transportation providers, public agency staff, and other stakeholders that include the business community, community and environmental groups, and residents of the region. Generally, the outreach component will seek to inform, educate and gain input in a targeted fashion. The public participation plan relies on educational opportunities and innovative tools and forums/workshops that provide for adequate and effective, though focused public dialogue. With targeted input from stakeholders and the broader community, Metro and its regional partners will update the RTP to prioritize critical transportation investments to best support the desired economic, environmental, land use and transportation outcomes the New Look identifies and, as a result, better implement the 2040 Growth Concept vision.

The public participation plan builds responds to two key directives from Metro Council: (1) the questions for the public and stakeholders are not about the broad vision for growth and development in the Portland metropolitan region (that vision is articulated in the 2040 Growth Concept, and has been supported several times in various ways by local governments and the general public); rather, the questions are about implementation (what can the region do, in the context of the RTP, with transportation investments, to better achieve the 2040 Growth Concept vision); and (2) focus on elected and appointed representatives of public agencies and interest groups, not on broad-based outreach to the general public (though opportunities for public education, engagement and comment will be provided in a targeted manner).

Collectively, these outreach efforts and strategies will educate stakeholders and inform the technical and policy development work on community values, desired outcomes and transportation needs, investment priorities and implementation strategies. A final summary report containing a complete evaluation and

overview of the outreach effort, including a discussion of the successes and potential areas for improvement will be created at the end of the update process to inform future updates.

## **SUMMARY OF 2035 RTP UPDATE DECISION-MAKING FRAMEWORK**

This section summarizes the decision-making framework that will be used during the process.

Metro's transportation planning activities are guided by a decision-making framework of consultation with and coordination among federal, state, regional and local government agencies, citizens and interest groups. Metro facilitates this consultation and coordination through four advisory committee bodies—the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).

The 2035 RTP updating process will rely on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council will make recommendations at key decision points based on input from TPAC, MTAC, the Council-appointed Regional Freight Plan Task Force and the public participation process. SAFETEA-LU provisions also require additional consultation with state and federal resource agencies, and tribal groups not represented on Metro's existing committee structure. Opportunities for consultation with these groups will be identified in coordination with FHWA staff.

Finally, the *Regional Freight and Goods Movement Plan* element of the RTP update will also be guided by a Council-appointed 33-member Task Force and a Technical Advisory Committee (TAC).<sup>2</sup> Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region's long-range transportation system plan.

## **SUMMARY OF 2035 RTP UPDATE CONTRACT SERVICES BUDGET**

Resolution No. 05-3610A authorized \$184,000 for the use of contract services for the RTP update and execution of a two-step consulting service contract to develop a work scope for the RTP update, and perform the proposed tasks upon satisfactory completion of the scoping phase. This section describes the budget elements for the two-step contract.

- The original Phase 1 (Scoping) budget for contractor services was for \$35,000 for the scoping phase for the period from February 17 through May 31, 2006. Contract Amendment #1 was approved by ODOT on April 27, 2006 to include an additional budget of \$25,000 for New Look June Regional Forum related-contract services. This amendment was funded through the New Look work program contract services budget for fiscal year 2005-06.
- The cost of Contract services for Phase 1 increased in order better to support development of a detailed work program. Metro staff negotiated providing an additional \$15,000 to the Phase 1

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<sup>2</sup> The Regional Freight and Goods Movement Task Force will be comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight. The Freight Technical Advisory Committee (TAC) will be comprised of public sector staff from the local, regional, and state agencies operating within Metro's jurisdictional boundaries. The TAC will provide input and review of technical work products.



budget to compensate the Contractor for the cost of increased services. This requires an amendment to the existing Contract No. 926975 for this amount.

- Additional ECONorthwest team contract services are summarized in the 2035 RTP Update Work Program (see Exhibit A to Resolution 06-3661). The corresponding budget for this contract is for work from June 1, 2006 through June 30, 2007, as described below. The estimated budget for contract services is \$215,000 for the stakeholder engagement elements of the work program and \$120,000 for technical work and policy development assistance as described in the work program for a total of \$335,000. This includes an additional \$25,000 for New Look December Regional Forum related contract services.

The corresponding budget for all contract services for the period from February 17, 2006 to June 30, 2007 is summarized in Table 1.

**Table 1. 2035 RTP Update Contract Services Budget Summary for February 17, 2006 – June 30, 2007) for Metro Contract No. 926975 (ODOT Contract No. 25391)**

<b>Phase 1</b>			
<b>(Feb. 17– May 30, 2006)</b>			<b>Total</b>
Task 1: Project Management			\$2,813
Task 1.2: Develop 2035 RTP Work Program and Public Participation Plan			\$32,187
<i>Subtotal Phase 1</i>			<b>\$35,000</b>
<b>Contract Amendment #1</b>			
<i>(Amendment signed by Metro on April 20, 2006 and ODOT on April 27, 2006)</i>			
<b>Contract Amendment #1</b>			
New Look June Regional Forum			\$25,000
<i>Subtotal Contract Amendment #1</i>			<b>\$25,000</b>
<i>Subtotal Phase 1 and Contract Amendment #1</i>			<b>\$60,000</b>
<b>Phase 2</b>			
<b>(June 1 – Dec. 30, 2006)</b>			
	<b>Outreach</b>	<b>Technical</b>	<b>Total</b>
<b>Technical Analysis Plan (TAP)</b>			
Task 1: Data review and collection		\$5,000	\$5,000
Task 2: Develop outcomes-based framework		\$29,000	\$29,000
Task 3: Identify public priorities and desired outcomes for transportation		\$5,000	\$5,000
Task 4: Financial Analysis		\$42,000	\$42,000
Task 5: Land Use/Transportation Scenario Analysis		\$10,000	\$10,000
Task 6: 2035 Base Case Travel Forecasting Analysis		\$4,000	\$4,000
Task 7: Economics/Demographics Analysis		\$4,000	\$4,000
Task 8: Environmental Analysis		\$1,000	\$1,000
Task 9: Transportation System Conditions Analysis		\$2,000	\$2,000
Task 10: Systems Assessment		\$4,000	\$4,000
<i>Subtotal TAP</i>			<b>\$106,000</b>
<b>Public Participation Plan (PPP)</b>			
New Look Regional Forums (Component 1)	\$35,000		\$35,000

Opinion Survey ( <i>Component 1</i> )	\$25,000		\$25,000
Focus Groups ( <i>Component 1</i> )	\$10,000		\$10,000
Stakeholder Workshops ( <i>Component 1</i> )	\$10,000		\$10,000
Web Based Outreach ( <i>Component 1</i> )	\$15,000		\$15,000
Agency/Jurisdictional Outreach ( <i>Component 2</i> )	\$12,000		\$12,000
Outreach Toolkit ( <i>Component 2</i> )	\$20,000		\$20,000
Project Management	\$10,000		\$10,000
<i>Subtotal PPP</i>	\$137,000		\$137,000
<i>Subtotal Phase 2 (June 1 – Dec. 30, 2006)</i>	\$137,000	\$106,000	\$243,000
<b>Phase 3 (Jan. 1 – June 30, 2007)</b>			
	<b>Outreach</b>	<b>Technical</b>	<b>Total</b>
<b><u>Technical Analysis Plan (TAP)</u></b>			
Task 1: Policy Development		\$2,000	\$2,000
Task 2: Outcomes-based Transportation Solutions Identification and Prioritization		\$3,000	\$3,000
Task 3: System Development and Analysis		\$3,000	\$3,000
Task 4: Implementation Strategies		\$3,000	\$3,000
Task 5: Develop Discussion Draft RTP		\$3,000	\$3,000
<i>Subtotal TAP</i>		\$14,000	\$14,000
<b><u>Public Participation Plan (PPP)</u></b>			
Focus Groups ( <i>Component 1</i> )	\$10,000		\$10,000
Stakeholder Workshops ( <i>Component 2</i> )	\$10,000		\$10,000
Web Based Outreach ( <i>Component 1</i> )	\$15,000		\$15,000
Agency/Jurisdictional Outreach ( <i>Component 2</i> )	\$12,000		\$12,000
Technical Workshops ( <i>Component 2</i> )	\$25,000		\$25,000
Project Management	\$6,000		\$6,000
<i>Subtotal PPP</i>	\$78,000		\$78,000
<i>Subtotal Phase 3 (Jan. 1 – June 30, 2007)</i>	\$78,000	\$14,000	\$92,000
<b>CONTRACT No. 92675 BUDGET SUMMARY</b>			
<b>Phase 1 and Contract Amendment #1 for the period from Feb. 17 through May 30, 2006</b>			<b>\$60,000</b>
<b>Phase 1 Cost Increase (see Table note #1)</b>			<b>\$15,000</b>
<b>Phases 2 and 3 (Contract Amendment #2) for the period from June 1, 2006 – June 30, 2007</b>	<b>\$215,000</b>	<b>\$120,000</b>	<b>\$335,000</b>
<b>Contract No. 926975 Total from Feb. 17, 2006 – June 30, 2007 (see Table note #2)</b>			<b>\$410,000</b>

**Table notes:**

- Metro staff negotiated providing an additional \$15,000 to the Phase 1 budget to compensate the Contractor for the cost of increased services.
- Budget for this contract is for work from Feb. 17, 2006 through June 30, 2007. Work after that period will be from funds from the fiscal year starting July 1, 2007 through June 30, 2008. Contractor tasks and budget to be determined through a supplemental contract amendment.

The estimated budget of \$350,000 (\$15,000 for Phase 1 increased costs and \$335,000 for Phases 2 and 3) exceeds the Phase 2 amount of \$125,000 authorized by Res. 05-3610A. However, the current fiscal year 2005-06 and proposed fiscal year 2006-07 planning department budget for RTP update contract services is adequate to fund the Contract services budget for both Phase 1 and Phase 2/3 of Contract No. 926975. The New Look work program budget for contract services for fiscal year 2005-06 and proposed fiscal year 2006-07 is adequate to fund the two New Look Regional Forums contained within the respective Contract Amendment #1 and Contract Amendment #2 budgets.

Table 2 summarizes the corresponding revenue sources for the Consultant contract portion of the 2035 RTP Update work program for the period from February 17, 2006 – June 30, 2007.

**Table 2. Contract No. 92675 Revenue Budget Summary for February 17, 2006 – June 30, 2007) for Metro Contract No. 926975 (ODOT Contract No. 25391)**

	<b>Metro General Fund</b>	<b>Metro Transportation Grants</b>	<b>Total</b>
<b>Phase 1</b>	<b>\$22,500</b>	<b>\$12,500</b>	<b>\$35,000</b>
<b>Contract Amendment #1</b>	<b>\$25,000</b>	<b>\$0</b>	<b>\$25,000</b>
<b>Contract Amendment #2 (Phase 1 cost increase)</b>	<b>\$0</b>	<b>\$15,000</b>	<b>\$15,000</b>
<b>Phases 2 and 3 (Contract Amendment #2)</b>	<b>\$36,500</b>	<b>\$298,500</b>	<b>\$335,000</b>
<b>Total</b>	<b>\$84,000</b>	<b>\$326,000</b>	<b>\$410,000</b>

Work program contractor services identified to occur after that period will be from funds from the fiscal year starting July 1, 2007 through June 30, 2008. Contractor tasks and budget will be determined through a supplemental contract amendment.

#### **ANALYSIS/INFORMATION**

1. Known Opposition – No known opposition.
2. Legal Antecedents - On September, 22, 2006, the Metro Council initiated an update to the regional transportation plan with approval of Resolution #05-3610A (For the Purpose of Issuing a Request for Proposals to Develop a Work Scope for an Expanded 2005-08 Regional Transportation Plan Update that Incorporates the “Budgeting for Outcomes” Approach to Establishing Regional Transportation Priorities). The RTP update fulfills both state and federal transportation planning requirements. The 2035 update will result in continued compliance with federal regulations that require the RTP to be updated at least every four years, and state regulations that require the RTP to be updated every 5 to 7 years.
3. Anticipated Effects – This resolution approves the 2035 RTP Update work program and authorizes the Chief Operating Officer to amend Metro Contract No. 926975, Amendment #2, for additional time, budget and scope for consulting services identified in Exhibit A, for the period from February 17, 2006 to June 30, 2007, not-to-exceed \$410,000, including a transfer of \$15,000 from the Phase 2 budget to compensate the Contractor for Phase 1 cost increases.
4. Budget Impacts - None. The current fiscal year 2005-2006 and proposed fiscal year 2006-2007 planning department budget for RTP Update contract services and New Look contract services is

adequate to fund the estimated Contract budget, not-to-exceed \$410,000 without additional Council approval.

**RECOMMENDED ACTION**

Staff recommends approval of Resolution No. 06-3661.

# ATTACHMENT 1 to Staff Report to Resolution No. 06-3661

## Section 1 Summary of Recommended Work Program Changes

Section 1 summarizes proposed work program changes identified between May 10 and May 26, the source of the proposed change and recommendations for how to address the proposed changes.

Opportunities for input on the overall RTP update approach and discussion draft work program were provided to the following committees: MPAC on May 10, JPACT on May 11, RTO Subcommittee on May 11, a joint TPAC/MTAC workshop on May 15 and the Bi-State Transportation Committee on May 18. The recommendations were approved by MTAC on May 17 and approved by “consensus of the members present” at MPAC on May 24. TPAC approved the recommendations on May 26.

**Comment 1:** MPAC should be more of a partner with JPACT in this RTP update. (MPAC, 5/10/06)

**Recommendation:** Agree. MPAC plays a significant role in this update – because of the link to the New Look, but also because adoption of the RTP is also considered a land use action under state law – it represents the transportation system plan for the region. The current draft work program identifies significant opportunities to foster this partnership throughout the process on key work program elements, such as development of an outcomes-based evaluation framework, identification of desired (and measurable) outcomes, development of land use/transportation scenarios and prioritizing transportation investments to best meet desired outcomes within fiscal constraints. Opportunities to hold Joint TPAC/MTAC workshops and possibly joint JPACT/MPAC meetings will be identified as the work program is implemented.

**Comment 2:** The work program should clarify how differences between MPAC and JPACT recommendations will be reconciled. (MTAC, 5/17/06)

**Recommendation:** Agree. The current draft work program identifies technical and policy development tasks and products for which MPAC will make formal recommendations to JPACT through TPAC – this is listed under the “Responsibilities” section for each task of the work program. Examples include development of an outcomes-based evaluation framework, identification of desired (and measurable) outcomes, development of land use/transportation scenarios and prioritizing transportation investments to best meet desired outcomes within fiscal constraints. The work program has been designed to build consensus on these items as part of the process. In the event that differences occur, joint MPAC/JPACT meetings will be held to discuss and reconcile differences on these and other critical policy issues. The work program will be revised to clarify this element of the decision-making structure of the process.

**Comment 3:** Incorporation of local transportation system plans (TSPs) needs to be emphasized in research and outreach efforts. The work program should be expanded to include an analysis of how local transportation system plans and capital improvement plans are implementing 2040 to identify how well 2040 is being implemented locally from a transportation perspective. This information could be used to highlight conflicts with 2040 and/or between local and regional plans. (MTAC, 5/17/06)

**Recommendation:** Agree. The current draft work program addresses these issues. Currently, the RTP incorporates local TSPs by including locally identified projects of regional significance that are consistent with regional policies and system designations. Consequently, the 2035 Base Case analysis of land use and transportation include both the RTP and local TSPs. As we assess the effectiveness of the base case and compare it to what outcomes the region wants to accomplish, the region will need to make some

tough choices about what set of transportation investments and strategies we need to make at the regional and local level.

The Phase 2 research and analysis (particularly Tasks 4, 6, 7, 9 and 10) will inform those policy choices in the context of the broader New Look effort. Current RTP projects may be modified and new locally identified projects may be added to the RTP subject to the process described in the work program. Phase 3 of the RTP update includes a project solicitation process for projects to be forwarded to the RTP for consideration that best meet desired outcomes and New Look policy direction, and fall within the updated financially constrained revenue forecast developed during Phase 2. The system performance of projects included in an updated RTP Financially Constrained System will be conducted during Phase 3 after the project solicitation process to assess how well the updated plan meets the outcomes the region wants to accomplish.

Outreach for all of these elements will be conducted in partnership with public agencies and other key stakeholder groups with an emphasis on improving community awareness and understanding of the region's transportation needs and funding issues in the context of the broader New Look effort. A significant element of the research in Phase 2 is to identify desired outcomes and public priorities for transportation, and the public's willingness to pay for those outcomes and priorities. This will inform the outcomes and policy choices MPAC, JPACT and the Metro Council recommend.

**Comment 4:** The outreach strategies should be expanded to include a web blog for the RTP update. (MPAC, 5/10/06)

**Recommendation:** No change recommended. While this is an innovative approach for gathering public input, the draft public participation plan is intended to be targeted, yet representational throughout the update process. The relatively compact timeline and current staffing resources do not allow for meaningfully monitoring, compiling and reporting out more free-form input that would be provided through a web blog. The draft work program includes other web-based outreach strategies as well as focus groups, targeted workshops and other means that will be used to gather input throughout the process.

**Comment 5:** Revise the description of the various components of the public participation plan to clarify that Metro will conduct outreach in partnership with local governments. (Joint MTAC/TPAC Workshop, 5/15/06)

**Recommendation:** Agree. The public participation plan will be modified to make this clarification.

**Comment 6:** Expand the public participation plan to provide additional targeted workshops and to build new partnerships in the community with both the private sector and non-profits. This update should be an opportunity to meaningfully connect with groups that traditionally have not been part of previous RTP update processes, including users of the system, not just the providers. (Joint MTAC/TPAC Workshop, 5/15/06)

**Recommendation:** No change recommended. The draft public participation plan has been designed to be targeted, yet representational to include a broad spectrum of interests, including users of the system and groups that have been traditionally underrepresented in previous RTP updates. The draft plan includes 5 targeted (stakeholder) workshops, 5 focus groups, 6 agency/jurisdictional outreach meetings and 5 technical workshops (called technical topic and interest area collaboration and coordination). At a broad level, the purpose of these meetings is to provide input on the technical and policy development work before and after it is completed. With the exception of the agency/jurisdictional outreach meetings – the

remaining meetings will be specifically designed to include users of the system and groups that have been traditionally underrepresented. The draft participation plan fits within an estimated budget for this element of the update. In order to add more targeted workshops, or other outreach elements, a reduction in other outreach strategies will need to be identified. There is some flexibility to shift the number of targeted workshops, focus groups and technical team workshops (e.g., have 4 focus groups instead of 5 in order to add one more targeted workshop). This will be addressed as the work program is implemented to most effectively gather and use input to guide the technical work and policy development within the current estimated budget.

**Comment 7:** Create a sideboards document that describes the federal, state and regional legal requirements for the RTP update that will be referenced throughout the process. Requirements to be described include: SAFEATEA-LU, Oregon Transportation Plan, Transportation Planning Rule and the Oregon Highway Plan. (TPAC/MTAC workshop, 5/15/06)

**Recommendation:** Agree. A regulatory review memo has been prepared during the scoping phase that summarizes recent plans and regulatory changes with implications for the update to the Regional Transportation Plan. The memo will be modified as necessary to serve as this sideboard document, including integration of recent federal guidance on integrating the National Environmental Policy Act (NEPA) into system planning.

**Comment 8:** A base year of 2005 should be used for the background and research in Phase 2 of the update. The region changed significantly between 2000 and 2005, and if more recent information is available it should be used. (RTO Subcommittee, 5/11/06 and TPAC/MTAC Workshop, 5/15/06)

**Recommendation:** Agree, if more recent data is available. For modeling purposes, a base year of 2005 will be used for comparison with the 2035 Base Case during Phase 2 and RTP systems developed during Phase 3. More recent data will also be used, if readily available, for the system conditions analysis and assessment during Phase 2 (Tasks 7 – 10).

## **SECTION 2. SUMMARY OF SUPPLEMENTAL RECOMMENDED WORK PROGRAM CHANGES**

This section summarizes supplemental recommended work program changes identified since May 10 in consultation with FHWA and FTA staff. These recommended refinements were not considered by MTAC or MPAC due to the timing of the consultation. TPAC approved the recommendations on May 26.

**Comment 1:** Important for bicycle and pedestrian system analysis, and updated bike and pedestrian related policies, projects and implementation strategies to emphasize access to transit. (FHWA/FTA consultation, 5/17/06)

**Recommendation:** Agree. The work program will be revised to call out this emphasis.

**Comment 2:** Include consultation of Federal and state wildlife, land management and regulatory/resource agencies during the process to ensure adequate consideration of environmental impacts at a transportation system planning level of analysis. (FHWA/FTA consultation, 5/17/06)

**Recommendation:** Agree. The work program will be revised to include consultation with the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) group. CETAS includes state and federal resource agencies, including FHWA, National Marine Fisheries, ODOT, DLCD, ODEQ, Oregon Department of Fish and Wildlife, State Historic Preservation Office, Oregon Division of State Lands, Oregon Parks and Recreation, U.S. Army Corp of Engineers, U.S. Environmental Protection Agency and U.S. Fish and Wildlife Service.

**Comment 3:** Expand list of environmental considerations in Phase 2, Task 8 to include (when available): likely archeologically-sensitive areas, conservation opportunity area maps, State sensitive species lists, maps of previous mitigation sites, existing mitigation banks and service areas, potential ODOT mitigation banks and service areas, water quality limited bodies and recovery and conservation plans. (FHWA/FTA consultation, 5/17/06)

**Recommendation:** Agree. The work program will be revised to add these additional considerations.

**Comment 4:** Expand transportation system analysis description to call out need to conduct environmental analysis at a system-level to be determined in consultation with Federal Highway Administration and Federal Transit Administration staff to ensure adequate consideration of the National Environmental Policy Act (NEPA) in transportation system planning. (FHWA/FTA consultation, 5/17/06)

**Recommendation:** Agree. The work program will be revised to add these additional considerations to Task 3.2 (Phase 3).

**Comment 5:** Ensure 2035 RTP update addresses the findings and recommendations of the Public Transit-Human Services Transportation Plan currently underway, including activities and projects to support low-income access to jobs and elderly and disabled access to transit. (FHWA/FTA consultation, 5/17/06)

**Recommendation:** Agree. The work program will be refined to add a new Task 9.6 in Phase 2 to document recommendations from the update of the Tri-County Elderly and Disabled Transportation Plan (EDTP) and how the recommendations will be coordinated with and implemented through the 2035 RTP. The findings and recommendations of the EDTP will be considered during Phase 3 of the RTP update as part of the project solicitation process and development of implementation strategies.



### **SECTION 3. SUMMARY OF TPAC SUPPLEMENTAL RECOMMENDED WORK PROGRAM CHANGES**

This section summarizes supplemental recommended work program changes identified during the TPAC discussion on May 26. These recommended refinements were not considered by MTAC or MPAC due to the timing of the discussion. TPAC approved the recommendations on May 26.

**Comment 1:** It is important for the focus groups, stakeholder workshops and technical workshops to engage stakeholders not traditionally represented or who have not traditionally participated in previous updates to the RTP. In addition, new approaches should be considered to educate and engage the general public on the transportation issues facing the region (e.g., use public access channels and partner with local governments and other stakeholders such as the Bicycle Transportation Alliance, AAA, business groups and others when appropriate to host workshops, provide RTP update information and provide weblinks from their websites to the RTP update project website). (TPAC, 5/26/06)

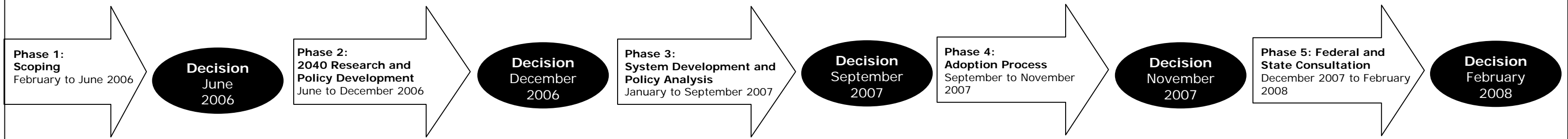
**Recommendation:** Agree. The work program will be revised to call out these strategies to be considered as the Public Participation Plan is implemented.

**Comment 2:** Add a task to the work program to facilitate a policy discussion on what constitutes the regional transportation system to be addressed during the RTP update and in the context of the outcomes-based planning approach. (TPAC, 5/26/06)

**Recommendation:** Agree. The work program will be revised to add this task.

# 2035 Regional Transportation Plan A New Look at Transportation

Updating the metro region's long-range transportation plan



<p><b>Work Plan Activities</b></p> <ul style="list-style-type: none"> <li>Engage stakeholders</li> <li>Identify key issues to be addressed</li> </ul> <p><b>Inter-related activities and ongoing coordination</b></p> <ul style="list-style-type: none"> <li>Regional Freight Plan (Jan. '06-June '07)</li> <li>Regional Transportation System Management and Operations Plan (April – Nov. '06)</li> <li>Shape of the Region (Jan. – Dec. '06)</li> <li>Investing in Communities (Jan. – Dec. '06)</li> <li>TriMet Tri-County Elderly and Disabled Transportation Plan Update (Nov. '05- Aug. '06)</li> </ul>	<p>Adopt work program and public participation plan</p> <p><b>Work Plan Activities</b></p> <ul style="list-style-type: none"> <li>Assess transportation system conditions:               <ul style="list-style-type: none"> <li>2035 base case</li> <li>Transportation, land use, financial, economic, demographic and environmental trends</li> </ul> </li> <li>Analyze land use/transportation policy options (scenarios) with Shape of Region/Investing in Communities elements</li> <li>Analyze financial trends and funding options to develop updated revenue forecast</li> <li>Identify priorities and desired outcomes for transportation</li> </ul>	<ul style="list-style-type: none"> <li>Approve financially constrained revenue forecast</li> <li>Approve 2040 New Look policy direction, future growth vision and desired outcomes</li> </ul>	<p><b>Work Plan Activities</b></p> <ul style="list-style-type: none"> <li>Update policies and system maps</li> <li>Solicit Financially constrained and Illustrative projects</li> <li>Conduct transportation systems analysis</li> <li>Update policies, benchmarks/performance measures, corridor refinement and new urban area planning guidance, implementation strategies and regulations, and other elements as needed</li> <li>Develop recommended regional investment strategy</li> </ul>	<p>Release discussion draft RTP for formal public comment period</p>	<p><b>Work Plan Activities</b></p> <ul style="list-style-type: none"> <li>Solicit comments on draft plan</li> <li>Summarize and respond to comments received in Public Comment Report</li> </ul>	<p>Adopt 2035 RTP, regional investment strategy, pending air quality conformity</p>	<p><b>Work Plan Activities</b></p> <ul style="list-style-type: none"> <li>Conduct air quality analysis</li> <li>Develop state and federal consistency findings</li> </ul>	<p>Adopt final 2035 RTP, air quality conformity determination and state and federal findings</p> <p>Submit findings and products to State and Federal Agencies</p>
<p><b>Products</b></p> <ul style="list-style-type: none"> <li>Work program</li> <li>Public participation plan and communication strategy</li> </ul>	<p><b>Products</b></p> <ul style="list-style-type: none"> <li>System Conditions Report</li> <li>Financial Analysis and Revenue Forecast Report</li> <li>Public Priorities report</li> <li>State of Transportation in the Region Report</li> </ul>		<p><b>Products</b></p> <ul style="list-style-type: none"> <li>RTP project database</li> <li>Transportation System Analysis Report</li> <li>Discussion draft regional investment strategy</li> <li>Discussion draft 2035 RTP</li> </ul>		<p><b>Products</b></p> <ul style="list-style-type: none"> <li>Public comment report</li> <li>Final 2035 RTP, pending air quality analysis</li> <li>Draft State planning goal findings</li> <li>Draft Federal findings</li> <li>Regional investment strategy</li> </ul>		<p><b>Products</b></p> <ul style="list-style-type: none"> <li>Air Quality Conformity Determination</li> <li>Public comment report</li> <li>State planning amendments</li> <li>National Highway System and Federal Functional Classification amendments</li> <li>Outreach summary report</li> </ul>	
<p><b>Outreach Activities</b></p> <ul style="list-style-type: none"> <li>Website</li> <li>Stakeholder scoping meetings</li> <li>Regional Forum in April</li> <li>Fact sheet</li> <li>Media outreach</li> </ul>	<p><b>Outreach Activities</b></p> <ul style="list-style-type: none"> <li>Website</li> <li>Newsletter</li> <li>Fact sheets</li> <li>Media outreach</li> <li>Regional Forums (June and Dec.)</li> <li>Mayors'/Chairs' Forum (Oct.)</li> <li>Metro committees</li> <li>Agency and jurisdictional outreach</li> <li>CETAS consultation</li> <li>Stakeholder workshops</li> <li>Focus groups</li> <li>Public opinion survey</li> </ul>		<p><b>Outreach Activities</b></p> <ul style="list-style-type: none"> <li>Website</li> <li>Newsletter</li> <li>Fact sheets</li> <li>Media outreach</li> <li>2 Mayors'/Chairs' Forums (Feb. and May)</li> <li>Metro committees</li> <li>Agency and jurisdictional outreach</li> <li>Stakeholder workshops</li> <li>Focus groups</li> <li>Technical workshops</li> <li>Outreach toolkit</li> <li>Transportation hotline</li> </ul>		<p><b>Outreach Activities</b></p> <ul style="list-style-type: none"> <li>Website</li> <li>Media outreach</li> <li>Regional Forum (Sept.)</li> <li>Metro committees</li> <li>CETAS consultation</li> <li>4 public hearings</li> <li>Transportation hotline</li> </ul>		<p><b>Outreach Activities</b></p> <ul style="list-style-type: none"> <li>Website</li> <li>Fact sheet</li> <li>Media outreach</li> <li>Metro committees</li> <li>Public hearing</li> <li>Transportation hotline</li> </ul>	



## Attachment 3 to Staff Report for Resolution No. 06-3661



### Regional Freight and Goods Movement Plan

#### Scope of Work

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#### BACKGROUND

##### General Description of Project Area

The project area encompasses the urban portions of Clackamas, Multnomah, and Washington counties and the 25 cities that lie within Metro's jurisdictional boundaries. For the purposes of planning analysis and coordination, this project will also look at urbanized Clark County. The region is the major hub for freight-related activities in Oregon and Southwest Washington and includes an interconnected network of highways, railways, waterways, runways, and pipelines that comprise the regional freight system. Additionally, the region is home to publicly- and privately-owned marine and air terminals, intermodal yards, and warehouse/distribution facilities.

##### Definitions

JPACT – Joint Policy Advisory Committee on Transportation

NHS – National Highway System

OFAC – Oregon Freight Advisory Committee

OHP – Oregon Highway Plan

OTP – Oregon Transportation Plan

PMT – Project Management Team

RFP – Regional Framework Plan

RSIA – Regionally Significant Industrial Areas

RTP – Regional Transportation Plan

TAC – Technical Advisory Committee

TAZ – Traffic Analysis Zone

TDM – Transportation Demand Management

TPAC – Transportation Policy Alternatives Committee

TPR – Transportation Planning Rule

TSP – Transportation System Plan

WOC – Work Order Contract

WOCPM – Work Order Contract Project Manager

##### Project Cooperation

This statement of work describes the responsibilities of the entities involved in this cooperative Project. In this Work Order Contract (WOC) the **Consultant** shall only be responsible for those deliverables assigned to the Consultant. All work assigned to other entities are not Consultant's obligations under this WOC, but shall be obtained by Agency through separate intergovernmental agreements which contain a statement of work that is the same as or similar to this statement of work. The obligations of entities in this statement of work other than the Consultant are merely stated for informational purposes and are in no way binding, nor are the

named entities parties to this WOC. Any tasks or deliverables assigned to a sub-Consultant shall be construed as being the responsibility of the Consultant.

Any Consultant tasks or deliverables which are contingent upon receiving information, resources, assistance, or cooperation in any way from another entity as described in this statement of work shall be subject to the following guidelines:

1. At the first sign of non-cooperation, the Consultant shall provide written notice (email acceptable) to Oregon Department of Transportation (Agency) Work Order Contract Project Manager (WOCPM) of any deliverables that may be delayed due to lack of cooperation by other entities referenced in this statement of work.
2. WOCPM shall contact the non-cooperative entity or entities to discuss the matter and attempt to correct the problem and expedite items determined to be delaying the Consultant.

If Consultant has followed the notification process described in item 1, and Agency finds that delinquency of any deliverable is a result of the failure of other referenced entities to provide information, resources, assistance, or cooperation, as described in this statement of work, the Consultant will not be found in breach of contract. The Agency Contract Administrator will negotiate with Consultant in the best interest of the State, and may amend the delivery schedule to allow for delinquencies beyond the control of the Consultant.

### **Issues Statement**

The regional transportation system facilitates the movement of both people and goods. Like the passenger component, the regional freight system comprises multiple modal networks that both compete with and complement one another in the goal of moving things from origin to destination. This project will focus on understanding how the metro-region's freight system functions and addressing its specific needs and impacts.

The region's Commodity Flow Forecast estimates that the amount of freight moved on the system (measured in tons) will double by 2030 in the Portland metropolitan region.<sup>1</sup> Increasing population and significant trends in the logistics and distribution sector, such as the growth of intermodal shipping, just-in-time delivery, and e-commerce, have changed how goods move and have put pressure on the performance of the freight system. Customer demands for quicker and cheaper movement of freight and goods mean system efficiency is paramount for businesses to remain competitive. These trends are driving the growth in freight movement and have real implications for how the region invests in and manages the transportation network and community livability.

The issues surrounding freight and goods movement can be generally catalogued under the heading of network, economic development, and livability. The network-related issues include growth-driven capacity constraints – particularly for the region's roadways, railways, and pipelines – that lead to congestion. Beyond network congestion, there are geometric limitations

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<sup>1</sup> *Commodity Flow Forecast Update and Lower Columbia River Cargo Forecast – Update*, Port of Portland, 2002.

and barriers that can impact the ability to efficiently and/or safely move goods by road, or rail or marine vessel in key corridors.

The prospect of increasing freight demand will likely exacerbate friction over the environmental and community livability impacts that are often a byproduct of the business of moving freight and goods. Communities have raised concerns about impacts such as air and water quality; safety and security; noise and vibration; and vehicle operations in mixed use environments that can have negative consequences for livability.

The efficient movement of freight and delivery of goods and services is a key element to keeping the economies of the Portland metropolitan region and the State of Oregon healthy. Due to geographic advantages and decades of infrastructure investment, the regional economy is highly dependent on transportation in comparison with other regions across the country. The distribution and logistics employment accounts for 12% or 1 in 8.33 jobs in the region.<sup>2</sup> Businesses, large and small, depend on the region's freight system to ship and receive items needed for their operations, from raw materials to finished products. Every day, residents rely on the goods and services delivered to them by an increasingly complex supply chain connected by the transportation network.

With escalating demand from freight movement on regional transportation infrastructure and limited public and private transportation funding, a regional plan for freight movement is needed to address the issues and impacts associated with rising demand and strategically target investment toward appropriate and cost effective solutions.

### **Transportation Relationship and Benefits**

Metro is conducting a planning process that will specifically focus on how the transportation system is used to move freight and deliver goods and services in the Portland metropolitan region. Project will:

- Ascertain what outcomes the public expects from investment in the regional freight system and develop measures to track progress.
- Provide a common base of knowledge about the various elements of the regional freight system.
- Identify issues, needs, and deficiencies in the regional freight system and develop recommended solutions and strategies to address them.
- Plan a multimodal regional network that meets the needs for freight and goods movement in and between 2040 Centers, industrial sites/districts, the national and regional highways system, and intermodal and terminal facilities.
- Identify and prioritize multi-modal freight improvement projects throughout the region that respond to the desired outcomes for the freight transportation system and are consistent with the available financial resources.
- Support regional and state efforts to enhance economic development opportunities through targeted infrastructure investment.

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<sup>2</sup> Oregon Employment Department, Covered Employment and Wages, 3rd Quarter 2004

- Incorporate truck operation needs into regional street design guidelines, particularly in mixed-use centers and corridors.

### **Federal, State, and Regional Context**

The *Metro-Region Plan for Freight and Goods Movement* will assist Metro in meeting its responsibility to plan for goods movement needs, document freight project priorities, and support community livability within the region. The planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy.

At the federal level, recently adopted *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU) requires Metro to meet eight planning factors focused on:

- Improving transportation safety
- Enhancing security
- Preserving the existing transportation system
- Supporting economic vitality
- Connecting people, freight, and modes
- Increasing system management and operations
- Minimizing environmental impacts
- Increasing mobility and accessibility

The state of Oregon's Statewide Planning Goal 12, Transportation, and the implementing administrative rule, OAR 660, Division 12, known as the Transportation Planning Rule (TPR), provide a further layer of policy guidance. Goal 12 lists implementing directives including consideration of all modes of transportation (including the various freight modes); identification of needs; avoidance of single mode reliance; minimization of adverse impacts; energy conservation; meeting needs of transportation disadvantaged; strengthening the economy by facilitating the flow of goods and services; and conformity with land use plans. TPR is the road map for the preparation of transportation system plans (TSP) by all jurisdictions responsible for transportation planning. TSPs prepared at the state, regional and local level are required to identify the needs for movement of goods and services to support economic development, and to plan for roads, air, rail, water, and pipeline transportation to meet the identified needs. TPR also establishes mandates for linking transportation planning with land use, dictating that TSPs identify needs for movement of goods and services to support planned industrial and commercial development.

The Oregon Transportation Plan (OTP) and the Oregon Highway Plan (OHP) are the long-range plans for the state's transportation and highway system, respectively. The OTP provides policy guidance, investment strategies, and key initiatives for the full array of the state's freight infrastructure including aviation, pipelines, ports, rails, and roads. Policy 3.1, An Integrated and Efficient Freight System, directs the state to "promote an integrated and efficient freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably."

OHP identifies policies and investment strategies for the state's highway system. Policy 1C, State Highway Freight System, identifies a network of roads that ensure the mobility of freight movement. Policy 4A addresses the need to balance efficient movement of freight with the needs of other users and the local communities the freight routes serve. The policies and strategies of both the OTP and the OHP will provide the foundation for addressing freight issues in the regional freight plan.

At the regional level, the 2040 Growth Concept identifies the importance of industrial activity to the region by establishing Regionally Significant Industrial Areas (RSIA) as a priority land use. The Regional Framework Plan (RFP) and the Regional Transportation Plan (RTP) identify policies to ensure the efficient movement of freight to RSIA's and Industrial districts. The RTP further identifies project priorities to support movement of goods within the region.

This project is timely as the Metro Council initiated an effort to re-examine how the region should implement the 2040 Growth Concept. This effort, referred to as the "*New Look*" is the umbrella effort that will identify what policies, tools, and strategies are needed to achieve the region's long-range vision to build vibrant and healthy communities.

A parallel and coordinated effort is a comprehensive update of the RTP. Metro's effort to study and plan for freight and goods movement will be highly coordinated with and benefit from these two larger planning initiatives. This project's recommendations will be adopted with the 2035 Regional Transportation Plan. Adoption of the 2035 RTP is anticipated for November 2007.

## **PROJECT OBJECTIVES**

The following project objectives direct the development of the Regional Freight and Goods Movement Plan and provide measures for gauging the successful completion of the planning process. Project will:

- ❑ Develop a set of desired outcomes for managing and improving the regional freight system.
- ❑ Describe the issues and needs for multimodal freight movement (truck, rail, water, air, pipeline) and commercial delivery of goods.
- ❑ Assess and refine current regional transportation policies pertaining to freight and goods movement.
- ❑ Assess and refine current regional freight functional classification system and identify recommended revisions to the federal National Highway System.
- ❑ Identify and prioritize infrastructure and system management improvements for all freight modes that meet the desired outcomes.
- ❑ Evaluate truck movement characteristics and needs and recommended updates to existing Regional Street Design policies and guidelines.
- ❑ Develop implementation strategies including performance measures, environmental and community impact mitigation measures, and follow-up actions.
- ❑ Integrate with parallel efforts to update the Region 2040 Growth Concept and the Regional Transportation Plan.

- ❑ Actively engage freight system providers and users, public agencies, and general public in plan development.
- ❑ Improve community awareness and understanding of freight and goods movement needs and issues.
- ❑ Comply with Oregon’s Statewide Planning Goals 9 - Economic Development and 12 – Transportation, TPR, OTP, and Oregon Highway Plan directives to provide for the needs of goods movement to benefit economic vitality.
- ❑ Provide recommendations that update the freight elements of the RTP including transportation policies, regional freight classification system, infrastructure improvements, street design guidelines, and implementation strategies.

## APPROACH

The development of the *Regional Freight and Goods Movement Plan* will be concurrent with broader Metro initiatives to re-evaluate implementation of the regional growth concept (*New Look*) and update the region’s transportation system plan (*2035 RTP*). Metro is coordinating both the technical and public participation elements of these three planning efforts to ensure a consistent planning approach.

Metro will employ a *Budgeting for Outcomes*<sup>3</sup> approach to determine investment priorities in all three planning initiatives. The basic tenets of the concept dictate that citizens have an upper limit on the amount they are willing to pay for government services and the public sector needs to adopt a results-based approach to the allocation of limited resources. The concept prescribes a methodology for arriving at the desired results. As part of the 2035 RTP update, Metro will customize the *Budgeting for Outcomes* concept for the purpose of establishing regional transportation priorities. This project will be coordinated with the approach determined for the 2035 RTP, particularly for the public participation and project selection elements.

With regard to building on the good work of others, significant focus on regional freight issues in the past several years have yielded information that will greatly benefit the effort to develop a comprehensive regional freight plan. Notable sources that serve as a springboard for this plan are:

- *Commodity Flow Forecast Update and Lower Columbia River Cargo Forecast (2002)* – The report documents freight flows out to 2030 for the metropolitan region. The forecast provides extensive information about regional commodity flow trends for all freight modes. Metro relies on this data to inform its Regional Truck Model.
- *Regional Freight Data Collection Project* – A multi-jurisdictional project to collect data about the movement of freight on the region’s road network. The project is collecting vehicle classification counts to better calibrate Metro’s Regional Truck Model; conducting roadside surveys in key regional corridors to obtain origin-destination and routing information; obtaining electronic origin-destination/route data from volunteer businesses; and linking data collection results with existing sources to refine truck and

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<sup>3</sup> David Osborne and Peter Hutchinson, *The Price of Government: Getting the Results We Need in an Age of Permanent Fiscal Crisis*, 2004. For more information on *Budgeting for Outcomes*, see the Public Strategies Group website at [www.psg.us](http://www.psg.us).



commodity flow information. Data collection is underway with results becoming available early 2006. This data is pivotal to the refinement of Metro's current truck model, which will be completed in time for use in technical analysis for this project.

- *Cost of Congestion to the Economy of the Portland Region (2005)* – A public-private partnership to study the fiscal impacts of congested roads in the metropolitan region. The study includes industry case studies that identify discrete consequences of congestion on business. It will inform this planning effort with regard to issues facing the movement of freight and goods.
- *City of Portland Freight Master Plan (2005)* – The City of Portland developed a master plan to address freight movement issues within its jurisdictional boundaries. The planning activity generated significant background data on trends, community issues, deficiencies, and system needs for the “first and last mile” connectors that serve many of the region's freight terminals and industrial districts.
- *Oregon Transportation Plan* – The comprehensive update to Oregon's 1992 transportation plan. Although under public review, the OTP provides direction on issues, policy, and investment priorities pertaining to the movement of freight and goods.

The freight planning process is rolling out in three phases. Pre-TGM work includes the formation of a project advisory committee and technical advisory committee, and initial data collection and inventory. The TGM phase constitutes the bulk of technical analysis and culminates in the development of recommendations for policy revisions, prioritized system improvements, and implementation strategies. In the post-TGM phase, Metro will refine the policy, project, and implementation strategy recommendations in coordination with the broader 2035 RTP update process and prepare a regional freight plan document.

## **DATA FORMAT COMPATIBILITY AND EXPECTATIONS**

In order to ensure data is easily transferred between Metro and Consultant team during the course of the project, protocols need to be determined at the outset. Metro relies on MS Office products for written reports, database, and spreadsheet. Consultant must be able to support the following graphic formats: PDF, Adobe Illustrator (AI), and Photoshop (PSD) formats. Metro can support CAD formats up to AutoCAD 2004 and Micro Station design files (.dgn) up to version 8. Metro uses ESRI's ArcMap and ArcGIS for geographic information system mapping and analysis.

With respect to all project deliverables, Consultant shall prepare documents in MS Word, MS Excel and MS Powerpoint software only. With the exception of four concept level graphics for street design, any graphics or other software products requested for insertion to Consultant documents must be produced by Metro.

Consultant shall ensure that any work products produced pursuant to this contract include the following statement:

*This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development.*

*This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds.*

*The contents of this document do not necessarily reflect views or policies of the State of Oregon.*

## **TRAFFIC ANALYSIS REQUIREMENTS**

A professional engineer (civil or traffic) registered in Oregon must perform or oversee all traffic analysis work. Agency Region 1 Traffic staff shall review all draft and final technical reports and shall convey their comments to Agency WOCPM for consideration by Project Management Team and Technical Advisory Committee. All data and calculations, including electronic copies of analysis data, must be submitted to Region 1 Traffic for review and record keeping. Region 1 - Traffic shall review the methodologies used to develop the existing and future volumes.

## **TASKS**

### **Task 1.0 - Project Management**

#### **Objective**

Efficiently and effectively manage the completion of tasks needed to produce a quality process and project. Ensure that the project progresses on time and on budget. Also, ensure that the products submitted by Consultant are complete and at a quality level that meet the desired specifications and purposes of the task.

#### **Methodology**

##### *Sub-task 1.1, Contract Management*

Metro's project manager shall be responsible for the day-to-day project administration and management. Metro shall prepare and submit monthly progress reports along with agency invoices, and project deliverables. Metro shall review and approve Consultant project deliverables and invoices.

Consultant shall submit project deliverables, progress reports, and invoices to Metro and Agency for review and approval.

##### *Sub-task 1.2, Project Management Team*

Metro shall coordinate and facilitate Project Management Team (PMT) meetings that include key Metro staff, Consultant, and WOCPM. PMT must be a forum for evaluating progress on work tasks, addressing issues, and providing overall direction for project completion that meets the stated planning objectives. PMT shall meet monthly. Metro shall schedule, prepare agendas, and complete meeting summaries of PMT meetings. Meetings will be held at consultant team offices.

#### **Deliverables**

##### Metro

1.1a Monthly progress reports to Agency

1.1b Invoices

1.2 Project Management Team agendas & meeting summaries

### Consultant

1.1 Progress reports and invoices to Metro and Agency

1.2 Attendance at/Participation in Project Management Team Meetings (up to 13).

### **Schedule**

Months 1 - 13

## **Task 2.0 - Public Participation and Technical Coordination**

### **Objective**

Implement a public participation process that generates input from a cross-section of stakeholders involved with and impacted by freight and goods movement. Provide jurisdictional partners with frequent opportunities for coordination and input into the planning process.

### **Methodology**

#### *Sub-task 2.1, Public Participation Setup & Coordination*

Metro shall prepare and enact Public Participation Plan specific to freight and coordinated with 2035 RTP processes. Actions taken to prepare Public Participation Plan must include:

- 2.1.1 Metro shall conduct activities, such as fact sheets, on-line questionnaires, and outreach to freight groups, intended to capture input as it relates to the regional freight system and within the larger 2035 RTP update and after its public participation process has been determined. The 2035 RTP will include a public participation process to identify expectations and priorities for the regional transportation system. The process, to be designed, could involve surveys, focus groups, targeted workshops, civic journalism and other public outreach strategies intended to provide a broad sampling of public priorities.
- 2.1.2 Metro shall establish and maintain a project contact database for electronic and/or mail notification of participation events, project updates, and opportunities to review and comment on findings and recommendations.
- 2.1.3 Metro shall create a project web page on the [www.metro-region.org](http://www.metro-region.org) site to share project information and gather citizen input.

#### *Sub-task 2.2, Freight Advisory Task Force Management*

Freight Advisory Task Force (Task Force) was formed in the pre-TGM phase of the project. Members must include representatives from private and public sector organizations that actively participate in or oversee the movement of freight and goods in the region. Task Force is geographically and freight-modally balanced to ensure a diversity of interests. The role of Task Force is to provide policy guidance; review and comment on materials; and provide input on recommendations.

Metro shall manage Task Force including meeting schedules, agenda/materials preparation, meeting summaries, and correspondence. Metro shall convene up to 10 Task Force meetings during the project. Consultant shall attend a maximum of 5 Task Force meetings, to be assigned by Metro staff. Meetings are listed in the tasks in which they occur.

*Sub-task 2.3, Technical Advisory Committee Management*

Freight Technical Advisory Committee (TAC) is an established technical committee whose membership consists of staff from many of the local, regional, and state governments operating within Metro's jurisdictional boundaries. TAC shall provide input and review work products with a focus on the technical aspects such as network classification and project definition.

Metro shall manage Freight TAC including meeting schedules, agenda/materials preparation, meeting summaries, and correspondence. Metro shall convene up to 12 TAC meetings during the course of the project. Consultant shall attend a maximum of 6 TAC meetings, to be assigned by Metro staff. Meetings are listed in the tasks in which they occur.

*Sub-task 2.4, Street Design Working Group*

Metro shall form a Street Design Working Group to provide input and insight into street design issues pertaining to trucks and to guide the formation of recommended revisions to Metro's *Creating Livable Streets- Street Design Guidelines in Task 8*. Street Design Working Group shall also meet during Task 6 to review new or amended projects for potential impacts on other modes including rail, transit, bicycle, and pedestrian. Street Design Working Group must have multi-modal representation and include Metro, Consultant, and Agency. Street Design Working Group shall meet up to four times in this task (Consultant shall attend maximum of two meetings associated with this task and as described in Task 8). Metro shall schedule, agenda preparation, and prepare meeting summaries.

*Sub-task 2.5, Project Communications*

Metro shall coordinate Project Communications with those committees involved with regional freight issues including but not limited to Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), Transportation Policy Alternatives Committee (TPAC), Oregon Freight Advisory Committee (OFAC) and Portland Freight Committee. In addition, Metro shall provide informational presentations to groups and organizations interested in or impacted by goods movement. Consultant shall attend the following meetings during the course of the project: Freight Advisory Task Force Meetings (5); Technical Advisory Committee Meetings (6); Street Design Working Group (2); JPACT and Metro Council Briefings (4).

**Deliverables**

Metro

- 2.1 Public Participation Plan
- 2.2 Freight Advisory Task Force agendas and meeting summaries
- 2.3 Freight TAC agendas and meeting summaries
- 2.4 Street Design Working Group membership, agendas, and meeting summaries
- 2.5 Project Communications

Consultant (Meeting deliverables are listed in the tasks in which they occur):

Freight Advisory Task Force Meetings (5)

Technical Advisory Committee Meetings (6)

Street Design Working Group (2)

JPACT and Metro Council Briefings (4)

### **Schedule**

Months 1 – 13

### **Task 3.0 - Desired Outcomes**

#### **Objective**

Work with community to define a set of results-driven outcomes to guide recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the freight transportation system.

#### **Methodology**

##### *Sub-task 3.1, Outcomes and Performance Measures*

Metro shall prepare Desired Outcomes Memorandum documenting the process and results of a public process. As part of preparing Desired Outcomes Memorandum, Metro shall develop and implement a public process for establishing a set of desired outcomes for the freight system that will guide the development of policy, projects, and implementation strategies. This sub-task must be coordinated with the 2035 RTP process for establishing transportation priorities.

Consultant shall prepare a 3-10 page Draft Performance Measures Technical Memorandum, an identification of a set of performance measures for the identified desired outcomes that can be applied to gauge success in achievement over time and which documents the development of performance measures.

Metro shall provide a single consolidated non-contradictory set of comments on draft Performance Measures Technical Memorandum.

Consultant shall prepare a Final Performance Measures Technical Memorandum incorporating comments provided by Metro.

##### *Sub-task 3.2, Freight Advisory Committees Participation*

Metro shall convene and participate in up to one TAC meeting and one Task Force meeting under this task. Metro shall consult the advisory committees on the desired outcomes process and identification of performance measures, and ensure that comments from the advisory committees are reflected in the final products.

#### **Deliverables**

##### Metro

3.1a Desired Outcomes Memorandum

3.1b Review and Comment of Performance Measures Technical Memorandum

3.2 TAC & Task Force meetings (1 each)

## Contractor

3.1 Draft Performance Measures Technical Memorandum

3.1b Final Performance Measures Technical Memorandum

## **Schedule**

Months 1 – 3

## **Task 4.0 - System Conditions**

### **Objective**

Develop a comprehensive base of information on the characteristics of the region's multimodal freight system to inform an assessment of the current and projected system conditions and support development of recommendations that occur in later tasks.

### **Methodology**

#### *Sub-task 4.1, Source Data Collection and Inventory*

Metro shall prepare Database of Freight Data Sources, a listing of public and private source information needed to comprehensively report on freight system conditions in the metropolitan region. Applicable data sources must be categorized as regulatory/policy, modal analysis, commodity flow, land use, and economic development.

Consultant shall provide Review and Comment (oral and/or written) on draft Database of Freight Data Sources and make suggestions to augment the database as necessary.

#### *Sub-task 4.2, Trends and Logistic Patterns Summaries*

Metro shall prepare Trends and Logistic Patterns Technical Memorandum analyzing industry trends. Actions taken to prepare Trends and Logistic Patterns Technical Memorandum must include:

- 4.2.1 Metro shall research major trends in the logistics and distribution industry and their effects on the regional movement of freight and goods.
- 4.2.2 As a separate deliverable, Consultant shall identify and interview three to four businesses representing a cross-section of regional shippers to document their supply-chain logistic patterns and reasons for modal choice.
- 4.2.3 As a separate deliverable, Consultant shall prepare a 6-12 page "Logistics Story" for each business type using interview input.
- 4.2.4 Metro shall incorporate the industry trends and logistic stories into a single document.

Consultant shall provide Review and Comment (oral and/or written) on the draft Trends and Logistic Patterns Technical Memorandum.

#### *Sub-task 4.3, Freight System Profiles*

Consultant shall prepare 1-5 page Freight System Profiles, a series of profiles for each of the key elements of the regional freight system to document their physical, operational, and market characteristics; Consultant shall solicit Metro input during preparation. Metro shall provide GIS and mapping support for this sub-task. Actions taken by Consultant to prepare Freight System Profiles must include:

#### 4.3.1 Motor Carrier Profile

Consultant, with Metro input, shall document truck freight characteristics. Metro shall run the Regional Truck Model to assess base year (2005) and horizon year (2035) conditions. Model outputs include Average Daily Traffic/PM peak truck flows; and regional totals for average weekday truck trips, travel time, trip length, and hours of delay. Metro shall assess and report model output described above, distinguishing between heavy and medium trucks. Consultant shall report on current and future truck modal splits (in tonnage, compare to other freight modes), mix of commodities moved, intermodal characteristics, types of service (truckload, less-than-truckload, etc), over-dimensional loads, hazardous goods routes, regulatory agencies, contribution to transportation revenues, and other relevant features.

#### 4.3.2 Freight Rail Profile

Consultant shall describe the region's freight rail network including types and locations of service, train volumes by line, origin/destination patterns, current and future modal split (tonnage), mix of commodities moved, intermodal characteristics, regulatory agencies, and other relevant features based on ODOT's *I-5 Rail Capacity Study* (2003) and the *Lower Columbia River Commodity Flow Forecast* (2002).

#### 4.3.3 Air Cargo Profile

Consultant describe the region's air cargo operations including terminal location(s), volumes, mix of commodities moved, current and future modal split (tonnage), major carriers, origin/destination patterns, intermodal characteristics, regulatory agencies, and other relevant features based on the Port of Portland's *Aviation Master Plan* (2000) and the *Lower Columbia River Commodity Flow Forecast* (2002).

#### 4.3.4 Marine Cargo Profile

Consultant shall describe the region's marine cargo operations including terminal locations, types of service, number and type of vessels providing regular service to regional port terminals, origin/destination patterns, current and future modal split (tonnage), mix of commodities moved, intermodal characteristics, regulatory agencies, and other relevant features based on the Port of Portland's *Marine Terminal Master Plan* (2003) and the *Lower Columbia River Commodity Flow Forecast* (2002).

#### 4.3.5 Pipeline Profile

Consultant shall describe the region's pipeline network including proximate location of lines and terminals, origin/destination patterns, mix of commodities moved, intermodal characteristics, regulatory agencies, and other relevant features.

#### *Sub-task 4.4, Freight Traffic Generators*

Metro shall prepare Freight Traffic Generator Technical Memorandum documenting locations of major freight traffic generators and describing both the type of businesses and use of freight mode(s).

*Sub-task 4.5, Draft System Conditions Technical Report*

Consultant shall prepare a 15-25 page Draft System Conditions Technical Report to include the description of data sources, industry trends, shipper logistics stories, freight system profiles, and freight traffic generator characteristics. Draft System Conditions Technical Report must include both narrative and graphics to convey the conditions of the regional freight system and include Consultant deliverables 4.2a, 4.2b, and 4.3 as well as Metro deliverables 4.1 – 4.4.

Metro shall provide a single set of consolidated non-contradictory comments on the Draft System Conditions Technical Report.

*Sub-task 4.6, Freight Advisory Committees Participation*

Metro shall convene and participate in up to two TAC and two Task Force meetings under this task. Metro shall consult the advisory committees on the trends and freight profiles. Consultant and Metro shall prepare meeting materials reflecting their respective responsibilities under task 4. Consultant shall participate in up to one TAC and one Task Force meeting. The advisory committees shall review and comment on the draft System Conditions Technical Report.

*Sub-task 4.7, Final System Conditions Technical Report*

Consultant shall prepare final System Conditions Technical Report to incorporate TAC, Task Force, and Metro input on draft.

**Deliverables**

Metro

- 4.1 Database of Freight Data Sources
- 4.2 Industry Trends and Logistics Patterns Technical Memorandum
- 4.3a Regional Truck Model Run Outputs
- 4.3b Freight Profile GIS Maps and Graphics
- 4.4 Freight Traffic Generator Technical Memorandum
- 4.5 Review and Comment on Draft System Conditions Technical Report
- 4.6 TAC & Task Force meetings (Max. 2 each)

Contractor

- 4.1 Review and Comment on Data Sources
- 4.2a Industry Interviews (3 - 4)
- 4.2b Logistics Story
- 4.2c Review and Comment on Industry Trends and Logistics Patterns Technical Memorandum
- 4.3 Freight System Profiles
- 4.5 Draft System Conditions Technical Report
- 4.6 TAC & Task Force meetings (1 each)
- 4.7 Final System Conditions Technical Report

**Schedule**

Months 1 - 5



## **Task 5.0 - System Assessment**

### **Objective**

Develop a comprehensive assessment of the regional freight system issues, needs, and deficiencies.

### **Methodology**

#### *Sub-task 5.1, Issues Identification*

Metro shall prepare Summary of Needs/Issues/Deficiencies, an initial summary of issues pertinent to regional freight and goods movement from data compiled in Task 3 Desired Outcomes & System Conditions and gathered through public input opportunities, identified in Task 2 - Public Participation and Technical Coordination. Some issues will be corridor specific, while others will apply region-wide.

Consultant shall provide Review and Comment (oral and/or written) on draft Summary of Needs/Issues/Deficiencies.

#### *Sub-task 5.2, Sub-Area Needs Analysis*

Metro shall prepare Sub-Area Needs Analysis Technical Memorandum. Actions taken to prepare Sub-Area Needs Analysis Technical Memorandum must include:

- 5.2.1 Metro shall develop and apply criteria, with input from Consultant and TAC in order to identify up to ten regional sub-areas centered on major freight corridors and create an aggregated Traffic Analysis Zone (TAZ) system for use in a sub-area needs analysis.
- 5.2.2 For each sub-area, Metro shall describe, using narrative and graphics as appropriate, the primary modes of freight service, the intermodal transfer points and relationship to congested corridors, the connection between the freight generators and the regional corridors, origin and destination patterns, congestion bottlenecks on the primary truck routes, infrastructure deficiencies such as weight limited bridges, major truck generators, expansion and/or relocation needs of major terminal facilities, economic development opportunities, availability of multimodal passenger transportation, and other information as deemed necessary by the PMT and Freight TAC. As a separate deliverable, Metro shall prepare illustrative TAZ Sub-Area Maps
- 5.2.3 Metro shall furnish and analyze output from RTP Base Case model and the Truck model output including color-coded volume/capacity ratio plots and origin/destination tables for base and horizon year. The Freight plan must use the same version of the model as the 2035 RTP update. The base year is 2005 and the anticipated planning horizon is 2035. As a separate deliverable, Metro shall prepare illustrative Origin/Destination Tables and Volume/Capacity Map(s).

Consultant shall provide Review and Comment (oral and/or written) on draft Sub-Area Needs Analysis Technical Memorandum.

*Sub-task 5.3, Draft Solutions/Strategy Assessment*

Metro shall prepare a Refined and Categorized Summary of Needs/Issues/Deficiencies and Sub Area Needs, a refinement of sub-task 5.1 list of issues, needs, and deficiencies must include additional information from sub-task 5.2 sub-area needs analysis and categorize by common characteristics.

Metro and Consultant shall prepare a series of background papers that describe implementation strategies that can inform the solutions and strategies assessment:

*5.3.1, Transportation System Management and Operations*

Metro shall prepare System Management and Operational Strategies Technical Memorandum documenting management and operational practices and strategies that can be employed to improve the efficiency, safety, and/or security of the freight system and assessing feasibility of application to the region and provide recommendations for further action. The evaluation of practices and strategies must consider all modes of freight.

Consultant shall provide Review and Comment (oral and/or written) on draft System Management and Operational Strategies Technical Memorandum.

*5.3.2, Environmental and Neighborhood Impacts and Mitigation Strategies*

Consultant shall prepare a 6-10 page Environmental and Neighborhood Impact Mitigation Strategies Technical Memorandum which addresses the impacts of freight movement on the environment and neighborhoods. Issues to be addressed must include air quality, parking, size of delivery vehicles, and safety. Strategies must consider the feasibility of freight transportation demand management (TDM) measures such as shift travel or delivery times to off-peak, truck-only lanes, tolling, empty backhaul reduction, and freight modal shifts. Strategies must also address potential for shifting passenger travel mode choices in key freight corridors.

Metro shall provide a single set of consolidated non-contradictory comments and incorporate edits into draft Neighborhood Impact Mitigation Strategies Technical Memorandum..

*5.3.3, Land Use and Economic Development Strategies*

Consultant shall prepare a 6-10 page Land Use and Economic Development Strategies Technical Memorandum describing the relationship between transportation and land recycling (brownfields); industrial/employment lands preservation and expansion; and the retention and attraction of businesses – focusing on the region’s growing sectors. As part of this task, Consultant, with Metro input, shall research and propose strategies to better coordinate industrial/employment land development with infrastructure needs and to leverage freight transportation investments to support the region’s economic development goals.

Metro shall provide a single set of consolidated non-contradictory comments and incorporate edits into draft Land Use and Economic Development Strategies Technical Memorandum.

#### *5.3.4, Financing Strategies*

Metro shall prepare Financing Strategies Technical Memorandum. As part of this task, Metro, with Consultant input, shall research and describe emerging practices in the financing of infrastructure for freight movement.

Consultant shall provide Review and Comment (oral and/or written) on draft Financing Strategies Technical Memorandum.

#### *Sub-task 5.4, Solutions and Strategies Assessment*

5.4.1 Using information provided in background papers, Consultant shall prepare a 4-10 page Draft Solutions and Strategies Technical Memorandum to identify and describe possible solutions/strategies for each category of issue/need/deficiency identified by Metro.

Metro shall provide a single set of consolidated non-contradictory comments on draft Solutions and Strategies Technical Memorandum.

5.4.2 Consultant shall prepare final Solutions and Strategy Technical Memorandum incorporating TAC, Task Force, and Metro input on draft Solutions and Strategy Technical Memorandum.

#### *Sub-task 5.5, Draft System Assessment Technical Report*

Consultant shall prepare a 10-20 page Draft System Assessment Technical Report to include identified issues/needs/deficiencies, sub-area analysis data and findings, and solutions/strategies assessment. System Assessment Technical Report must include both narrative and graphics sufficient to convey the needs/issues/deficiencies for the regional freight system and incorporate consultant deliverables in Task 5.3 and 5.4. and Metro deliverables in Tasks 5.1 – 5.3 Consultant shall solicit Metro input during preparation.

Metro shall provide a single set of consolidated non-contradictory comments on Draft Systems Assessment Technical Report.

#### *Sub-task 5.6, Freight Advisory Committees Participation & JPACT & TPAC Briefings*

Metro shall convene and participate in up to two TAC and two Task Force meetings under this task. TAC and Task Force shall provide input on sub-area issues identification and assessment, and the development of solutions and strategies. Consultant shall participate in up to two TAC and one Task Force meeting during this task. TAC and Task Force shall review and comment on draft Systems Assessment Technical Report.

Metro shall give a project briefing on desired outcomes, system conditions, and system assessment to TPAC, JPACT and Metro Council. Consultant shall participate in JPACT and Metro Council briefing.

#### *Sub-task 5.7, Final System Assessment Technical Report*

Consultant shall prepare final System Assessment Technical Report to incorporate TAC, Task Force and Metro input on draft.

## **Deliverables**

### Metro

- 5.1 Summary of Needs/Issues/Deficiencies
- 5.2.a Sub-Area Needs Analysis Technical Memorandum
- 5.2.b TAZ Sub-Area Maps
- 5.2.c Origin/Destination Tables and Volume/Capacity Map(s)
- 5.3a Refined and Categorized Summary of Needs/Issues/Deficiencies and Sub-Area Needs
- 5.3b System Management and Operations Strategies Technical Memorandum
- 5.3c Review and Comment on Environmental and Neighborhood Impact Mitigation Strategies Technical Memorandum
- 5.3d Review and Comment on Land Use and Economic Development Strategies Technical Memorandum
- 5.3e Financing Strategies Technical Memorandum
- 5.3f Review and Comment on Solutions and Strategies Technical Memorandum
- 5.5 Review and Comment on Draft System Assessment Technical Report
- 5.6a TAC meetings (Max. 2)
- 5.6.b Task Force meetings (Max. 2)
- 5.6c TPAC, JPACT & Metro Council Briefings

### Contractor

- 5.1 Review and Comment on Summary of Needs/Issues/Deficiencies
- 5.2 Review and Comment on draft Sub-Area Needs Analysis Technical Memorandum
- 5.3a Environmental and Neighborhood Impact Mitigation Strategies Technical Memorandum
- 5.3b Land Use and Economic Development Strategies Technical Memorandum
- 5.3c Review and Comment on Financing Strategies Technical Memorandum
- 5.3d Draft Solutions and Strategies Technical Memorandum
- 5.4 Final Solutions and Strategies Technical Memorandum
- 5.5 Draft System Assessment Technical Report
- 5.6a TAC meeting (Max. 2)
- 5.6b Task Force meeting (1)
- 5.6c JPACT and Metro Council Briefings (1 each)
- 5.7 Final System Assessment Technical Report

## **Schedule**

Months 3 - 7

## **Task 6.0 - Policy Evaluation**

### **Objective**

Review and make recommendations on refinements to the regional freight system policies and network that respond to the desired outcomes.

## **Methodology**

### *Sub-task 6.1, Regional Freight Policy Evaluation*

Metro shall prepare Draft Regional Freight Policy Evaluation, an evaluation of existing RTP goods movement-related policies and objectives against desired outcomes and Task 5 system assessment to identify key policy gaps and inconsistencies and to ensure consistency with other local, state, and federal policies and plans. Metro shall propose revisions to existing policy and/or objective language and craft new language that will be forwarded as recommendations to the 2035 RTP update process. Metro shall solicit Consultant input during preparation.

Consultant shall provide Review and Comment (oral and/or written) on draft Regional Freight Policy Evaluation.

### *Sub-task 6.2, Regional Freight Functional Classification System and National Highway System (NHS) Network Review*

Metro shall prepare Draft Regional Freight Functional Classification System and NHS Network Review. As part of this task, applying Task 4 - System Conditions and Task - 5 System Assessment data and findings, Metro shall review and propose revisions to the current RTP freight functional classification system, establishing assessment criteria and applying it to identify network changes. Review includes the identification of recommended updates to the federal NHS designations.

Consultant shall provide Review and Comment (oral and/or written) on Draft Regional Freight Functional Classification System and NHS Network Review.

### *Sub-task 6.3, Draft Regional Freight Policy and Network Recommendations Technical Report*

Metro shall prepare Draft Regional Freight Policy and Network Recommendations Technical Report with recommendations for revisions and additions to the RTP policy language, the freight functional classification system map, and the NHS designations.

### *Sub-task 6.4, Freight Advisory Committees Participation & Briefings*

Metro shall convene and participate in up to two TAC and one Task Force meetings under this task. TAC and Task Force shall provide input on policy evaluation, proposed policies revision, and the regional and NHS network changes. TAC and Task Force shall review and comment on the draft Regional Freight Policy and Network Recommendations Technical Report.

Metro shall brief TPAC and JPACT on the freight policy evaluation and proposed recommendations, regional and NHS freight network assessment, and street design policy and proposed revisions to the *Creating Livable Streets* design guide.

### *Sub-task 6.5, Final Regional Freight Policy and Network Recommendations Technical Report*

Metro shall prepare final Regional Freight Policy and Network Recommendations Technical Report to incorporate TAC, Task Force, and Consultant input on draft.

## **Deliverables**

### Metro

- 6.1 Draft Regional Freight Policy Evaluation
- 6.2 Draft Regional Freight Functional Classification System and NHS Network Review
- 6.3 Draft Regional Freight Policy and Network Recommendations Technical Report
- 6.4a TAC (Max. 2)
- 6.4b Task Force meetings (Max. 1)
- 6.4c TPAC and JPACT briefings
- 6.5 Final Regional Freight Policy and Network Recommendations Technical Report

### Contractor

- 6.1 Review of and Comment on Draft Regional Freight Policy Evaluation
- 6.2 Review of and Comment on Draft Regional Freight Functional Classification System and NHS Network Review

## **Schedule**

Months 7 – 10

### **Task 7.0 - Freight System Infrastructure Improvements**

#### **Objective**

Use the desired outcomes as a guide for identifying and prioritizing infrastructure improvements to establish a recommended freight projects list that will be forwarded to the 2035 RTP Update process.

#### **Methodology**

##### *Sub-task 7.1, Freight Project Criteria and Identification*

Metro shall prepare Freight Project Criteria and Identification. As part of this task, Metro shall develop criteria for identifying a subset of “freight” projects from the full list of projects in the existing RTP 2025 Illustrative System. Metro shall apply the freight project identification criteria to identify a set of “freight” infrastructure projects that should address all freight modes and intelligent transportation system infrastructure. Metro shall solicit Consultant input during preparation.

##### *Sub-task 7.2, Draft System Improvements Recommendations Technical Report*

Consultant shall prepare a 10-20 page Draft System Improvements Recommendations Technical Report, which incorporates “Freight Project Criteria and Identification”, “Freight Project Technical Assessment”, and “Recommended Projects List”, i.e., describing the project identification and assessment process, prioritization criteria, and recommended freight projects list in relative priority order.

##### 7.2.1 Freight Project Technical Assessment

Consultant shall prepare Freight Project Technical Assessment to assess the freight projects list using Task 4 - System Assessment data to identify project list gaps, additional needed improvements, refinements to existing projects, and/or unnecessary projects by sub-area.

Consultant shall propose solutions to address assessment findings and create Interim Freight Projects List as a separate deliverable.

As part of this task, and as a separate deliverable, Metro shall organize and Consultant shall facilitate Street Design Working Group Meeting to review new or amended projects for potential impacts on other modes including rail, transit, bicycle, and pedestrian.

Agency Rail staff shall review any proposed projects within 500' of a railroad.

#### 7.2.2 Recommended Projects List

Consultant shall prepare Recommended Freight Projects List an identification of project prioritization criteria based on the desired outcomes identified in Task 4 - System Conditions and advisory committee input. The prioritization criteria must be reviewed for consistency with the outcomes identified in the 2035 RTP outcomes. Consultant shall provide "order of magnitude" cost estimates for any new or substantially refined projects.

Metro shall prepare Map of Recommended Freight Projects.

As part of this task, and as a Subtask 7.3 deliverable, using the sub-task 7.2.1 interim freight projects list, Consultant shall coordinate with Metro, TAC, and Freight Task Force to apply prioritization criteria to select a twenty-year list of recommended freight projects and establish relative timing of priority to be advanced to the 2035 RTP update process.

Note: The 2035 RTP projects, including the recommended freight projects, will be modeled for system performance and air quality as part of the RTP System Analysis task in the Spring/Summer 2007, outside the scope of the TGM project. Refinements to the freight project list will occur as part of the final plan development in the post TGM phase.

Metro shall provide a single set of consolidated non-contradictory comments on Draft System Improvements Recommendations Technical Report.

#### *Sub-task 7.3, Freight Advisory Committees Participation & Briefing*

Metro shall convene and participate in up to two TAC and one Task Force meetings under this task. Consultant shall participate in up to two TAC and one Task Force meeting during this task. TAC and Task Force will provide input on the freight project identification criteria, technical assessment of improvement list, prioritization criteria and application, and recommended projects list. TAC and Task Force shall review and comment on draft System Improvements Recommendation Technical Report developed in subtask 7.2

Metro shall brief TPAC on the process and identification of freight projects for the region.

*Sub-task 7.4, Final System Improvements Recommendations Technical Report*

Consultant shall prepare final System Improvements Recommendations Technical Report to incorporate TAC, Task Force, and Metro input on draft.

**Deliverables**

Metro

- 7.1 Freight Project Criteria and Identification
- 7.2a Street Design Working Group meeting (Max. 1)
- 7.2b Map of Recommended Freight Projects
- 7.2c Review and Comment on Draft System Improvements Recommendation Technical Report
- 7.3a TAC meetings (Max. 2)
- 7.3b Task Force meetings (1)
- 7.3c TPAC Briefing

Consultant

- 7.1. Freight Project Technical Assessment
- 7.2 Draft System Improvements Recommendations Technical Report including Freight Project Criteria and Identification, Freight Project Technical Assessment, and Recommended Projects List
- 7.3a TAC meetings (Max. 2)
- 7.3b Task Force meetings (1 each)
- 7.4 Final System Improvements Recommendations Technical Report

**Schedule**

Months 7 - 10

**Task 8.0 - Implementation Strategies**

**Objective**

To identify a set of recommended practices and strategies that can be implemented to address freight-related needs and issues in the region.

**Methodology**

*Sub-task 8.1, Draft Implementation Strategies Technical Report*

Using information developed in Task 5, Metro shall evaluate and recommend the regional application of practices and strategies for System Management and Operations (task 5.3.1), for Mitigation of Environmental and Neighborhood Impacts (task 5.3.2), for Coordination of Land Use and Economic Development (task 5.3.3.), and for Financing freight infrastructure improvements (task 5.3.4). Metro shall prepare a Draft Implementation Strategies Technical Report that incorporates the evaluation and recommendations.

Consultant shall provide Review and Comment (oral and/or written) on Draft Implementation Strategies Technical Report.



The TAC and Task Force shall provide input on determining recommended implementation strategies. TAC and Task Force shall review and comment on the draft Implementations Strategies Technical Report. TAC and Task Force deliberation on the Draft Implementation Strategies must take place during meetings scheduled under Task 9, Street Design.

*Sub-task 8.2, Final Implementation Strategies Technical Report*

Metro shall prepare final Implementation Strategies Technical Report to incorporate TAC, Task Force and Consultant input on draft.

**Deliverables**

Metro

- 8.1 Draft Implementation Strategies Technical Report
- 8.2 Final Implementation Strategies Technical Report

Consultant

- 8.1 Review and Comment on Draft Implementation Strategies Technical Report

**Schedule**

Months 9–11

**Task 9.0 - Trucks and Street Design**

**Objective**

Develop an understanding of the physical and operational characteristics of trucks in order to better plan for their presence in different land use settings. Apply this understanding to make recommendations for revisions to Metro’s *Creating Livable Streets* design guide.

**Methodology**

*Sub-task 9.1, Draft Trucks and Street Design Recommendations Technical Report*

Consultant shall prepare a 6-12 page Draft Trucks and Street Design Recommendations Technical Report, incorporating analysis and presentation of “Physical and Operational Characteristics of Trucks” and “Street Design Policy and Guide Review”, with recommendations, to include the description of physical and operational characteristics, assessment findings, and recommendations for revisions to street design policy and guidelines. Technical Report must include narrative and graphic illustrations (up to four) to clearly represent the recommendations.

*9.1.1, Physical and Operational Characteristics of Trucks*

Building on work completed by City of Portland, Consultant shall document truck characteristics including the variation in physical dimensions, uses, operational needs, and other relevant elements identified by Consultant. Consultant shall identify the typical truck types used in different land use settings and describe the roadway design challenges.

*9.1.2, Street Design Policy and Guide Review*

Consultant, with assistance from Metro, shall review the current RTP street design policy and the *Creating Livable Streets* guidelines then assess and document where truck design needs should be addressed. Using Street Design Working Group input, Consultant shall propose

recommended narrative and graphics revisions, such as street and intersection cross-section illustrations, to the Street Design policy and the guidelines.

*Sub-task 9.2, Street Design Working Group Participation*

Metro and Consultant shall convene and participate in up to two Street Design Working Group meetings under this task. Street Design Working Group provides input on the truck considerations in street design policy and guidelines and makes recommendations on design policy and guideline revisions.

*Sub-task 9.3, Freight Advisory Committees Participation*

Metro and Consultant shall convene and participate in one TAC and one Task Force meetings under this task. TAC and Task Force shall review and provide input on truck considerations in street design policy and guidelines, and the revisions recommended by the Street Design Working Group. TAC and Task Force shall review and comment on the draft Truck and Street Design Recommendations Technical Report for this task.

*Sub-task 9.4, Trucks and Street Design Recommendations Technical Report*

Consultant shall prepare final Trucks and Street Design Recommendations Technical Report to incorporate TAC, Task Force and Metro input on draft based on a single set of consolidated non-contradictory comments.

**Deliverables**

Metro

- 9.1 Review and Comment on Trucks and Street Design Recommendations Technical Report
- 9.2 Street Design Working Group meeting (2)
- 9.3 TAC & Task Force meeting (1 each)

Contractor

- 9.1 Draft Truck and Street Design Technical Report
- 9.2 Street Design Working Group meeting (2)
- 9.3 TAC & Task Force meeting (1 each)
- 9.4 Final Truck and Street Design Recommendations Technical Report

**Schedule**

Months 9-11

**Task 10.0 - Recommendations and Documentation**

**Objective**

Provide a comprehensive report on the assessment of the regional freight system including the community challenges and opportunities, and recommendations for policy, infrastructure improvements, and implementation strategies. Recommendations must be incorporated into the 2035 RTP update and adoption process.

## **Methodology**

### *Sub-task 10.1, Policy, Project, and Implementation Recommendations Finalization*

Metro shall prepare Final Regional Freight Policy, Project, and Implementation Recommendations, a set of policy, infrastructure, and implementation strategy recommendations and apply a relative timeframe for taking action – short-term, mid-term, and long-term.

Consultant shall provide Review and Comment (oral and/or written) on Final Regional Freight Policy, Project, and Implementation Recommendations. As part of this task, and as a separate deliverable, Metro shall consult with TAC and Task Force to refine recommendations, convening up to two meetings for each advisory committee. Metro shall brief TPAC, JPACT, and Metro Council on draft recommendations. Consultant shall participate in the JPACT and Metro Council briefings.

### *Sub-task 10.2, Final Report Preparation*

Metro shall prepare Final Report on Metro-Region Plan for Freight and Goods Movement incorporating on all the deliverables produced in the course of Project. Final Report must include summaries of the technical memoranda and reports and recommendations that will be carried forward into the 2035 RTP Update and freight plan document. Final Report must include narrative and graphics sufficient to convey the state of the regional freight system and recommendations for improvements.

Consultant shall provide Review and Comment (oral and/or written) on Final Report on Metro-Region Plan for Freight and Goods Movement.

Deliverables

#### Metro

- 10.1a Final Regional Freight Policy, Project, and Implementation Recommendations
- 10.1b TAC & Task Force meeting (Max. 2 each)
- 10.1c TPAC, JPACT & Metro Council briefings (1 each)
- 10.2 Final Report on Metro-Region Plan for Freight and Goods Movement

#### Contractor

- 10.1 Review and Comment on Final Regional Freight Policy, Project, and Implementation Recommendations
- 10.1b JPACT & Metro Council briefings (1 each)
- 10.2 Review and Comment on Final Report on Metro-Region Plan for Freight and Goods Movement

## **Schedule**

Months 11 - 13

## BUDGET AND SCHEDULE

<b>Tasks</b>	<b>Metro</b>	<b>Schedule</b>
1. Project Management	\$10,000	Months 01 - 13
2. Public Participation/Technical Coordination	\$42,000	Months 01 - 13
3. Desired Outcomes	\$2,000	Months 01 - 03
4. System Conditions	\$29,000	Months 01 - 05
5. System Assessment	\$17,000	Months 03 - 07
6. Policy Evaluation	\$13,000	Months 07 - 10
7. Freight System Improvements	\$8,000	Months 07 - 10
8. Implementation Strategies	\$2,000	Months 09 - 11
9. Trucks And Street Design	\$5,000	Months 09 - 11
10. Recommendations And Documentation	\$12,000	Months 11 - 13
<b>Task Total</b>	<b>\$140,000</b>	
<b>Materials</b>	<b>\$5,000</b>	
<b>Grand Total</b>	<b>\$145,000</b>	

### Budget Summary

Total Project Cost:	\$ 235,000
TGM Grant Amount	\$ 155,000
Consultant Grant Amount	\$ 90,000
Metro Grant Amount	\$ 65,000
Metro Match	\$ 80,000

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DETERMINING THE	)	RESOLUTION NO. 06-3704
CONSISTENCY OF THE LOCALLY PREFERRED	)	
ALTERNATIVE FOR THE INTERSTATE 5/	)	
DELTA PARK TO LOMBARD PROJECT WITH	)	Introduced by Councilor Rex Burkholder
THE ADOPTED INTERSTATE 5/ DELTA PARK	)	
TO LOMBARD PROJECT IN THE REGIONAL	)	
TRANSPORTATION PLAN AND	)	
RECOMMENDING PROJECT APPROVAL	)	

WHEREAS, JPACT and the Metro Council approved the 2000 Regional Transportation Plan (RTP) by Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan; and

WHEREAS, the approved 2000 RTP recounted the transportation conditions in the Interstate 5 north corridor and stated that “To address these problems, the I-5 Trade Corridor Study will evaluate different capacity and transit improvements in this corridor and make recommendations for inclusion in the Regional Transportation Plan”; and

WHEREAS, the I-5 Transportation and Trade Partnership Strategic Plan was endorsed by JPACT and Metro Council by Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations; and

WHEREAS, in Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations, JPACT and the Metro Council concluded that transportation improvements include: “Three through-lanes in each direction on I-5, between I-405 in Portland and I-205 in Clark County including southbound through Delta Park including designation of one of the three through lanes as an High Occupancy Vehicle (HOV) lane as feasible... “ and directing Metro staff to incorporate this and other Strategic Plan recommendations into the next update of the Regional Transportation Plan (RTP); and

WHEREAS, JPACT and the Metro Council approved Ordinance No. 04-1045A, For the Purpose of Amending the 2000 Regional Transportation Plan (“RTP”) for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals; and

WHEREAS, the approved 2004 RTP Project lists as project number 4005: “I-5 North Improvements, Lombard Street to Expo Center/Delta Park, widen to six lanes,” as one of the financially constrained projects; and

WHEREAS, the approved 2004 RTP states that: “This heavily traveled route is the main connection between Portland and Vancouver. In addition to a number of planned and proposed highway capacity improvements, light rail is proposed along Interstate Avenue to the Expo Center, and may eventually extend to Vancouver. As improvements are implemented in this corridor, the following design considerations should be addressed: - consider HOV lanes and peak period pricing, -transit alternatives from Vancouver to Portland Central City (including light rail transit and express bus)...”; and

WHEREAS, the Oregon Department of Transportation (ODOT) initiated the I-5 Delta Park to Lombard Project, providing a public involvement process and prepared, based on public comment, project alternatives and an Environmental Assessment of alternatives which, if constructed, would widen this segment of I-5 to six lanes, including three lanes southbound; and

WHEREAS, ODOT assessed the likely outcome of a southbound HOV lane in addition to the existing northbound HOV lane; and

WHEREAS, the Columbia River Crossing Project will address transit, including HOV as well as highway, bicycle, pedestrian access in the I-5 bridge influence area immediately north of the I-5 Delta Park to Lombard segment; and

WHEREAS, ODOT convened a Hearings Panel that heard public testimony on the alternatives and Environmental Assessment in February 2006 and from which Hearings Panel recommendations were formulated for consideration; and

WHEREAS, the Bi-State Coordination Committee, the City of Portland and JPACT have recommended approval of a Preferred Alternative for the I-5 Delta Park to Lombard Project, including the Hearings Panel recommendations; now, therefore

BE IT RESOLVED that the Metro Council:

1. Concludes that the Preferred Alternative for the I-5 Delta Park to Lombard Project, as described in the Hearings Panel recommendations attached as Exhibit "A" to this resolution, is consistent with the I-5 Delta Park to Lombard Project in the 2004 Regional Transportation Plan as demonstrated in Exhibit "A" the I-5 Delta Park (Victory Boulevard to Lombard Section) Land Use Technical Report, December 2005, and the Transportation and Traffic Technical Report, I-5: Delta Park (Victory Boulevard to Lombard Section), Parisi Associates, December 2005.

2. Concludes that the ODOT decision about whether the additional southbound lane on I-5 should be a general purpose lane, an HOV lane, or a managed lane should be made in concert with the Columbia River Crossing Project or prior to the opening of the new lane to traffic, whichever is sooner. Furthermore, ODOT's decision should be made only after consideration of recommendations from the Bi-State Coordination Committee, JPACT and the Metro Council, with the recognition that an amendment to the RTP by the Council may be necessary.

ADOPTED by the Metro Council this \_\_\_\_\_ day of June 2006.

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney

## **I-5 Delta Park: Victory to Lombard Section**

### **Recommendations of the I-5 Delta Park Hearings Panel for the Locally Preferred Alternative**

**April 28, 2006**

#### **Purpose:**

The purpose of this report is to convey the recommendations of the I-5 Delta Park Hearings Panel regarding the selection of a Preferred Alternative for the I-5 Delta Park Project. The Hearings Panel was composed of: Charlie Sciscione, ODOT Deputy Region 1 Manager, Cathy Nelson, ODOT Technical Services Manager/Chief Engineer, City of Portland Commissioner Sam Adams, Sue Keil, Director of the Portland Office of Transportation, Metro Councilor Rex Burkholder, and Vancouver Mayor Royce Pollard.

The recommendations are based on the findings of the Environmental Assessment, public comments on the Environmental Assessment, recommendations from the project's Citizen Advisory Committee and Environmental Justice Work Group, recommendations from local, regional and state staff, and input from ODOT's local, state and federal environmental regulators.

The Hearings Panel's recommendations will be sent to the Bi-State Coordinating Committee, the Portland City Council, the Joint Policy Advisory Committee on Transportation, and the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) for review and endorsement in May/June 2006. The Preferred Alternative will be documented in a Revised Environmental Assessment that is expected to be published in July/August 2006.

#### **Background:**

The I-5: Delta Park to Lombard project was one of several highway, transit and rail projects recommended by the I-5 Strategic Partnership. It is the first of the recommended projects to be developed for the I-5 Corridor. The Columbia River Crossing Project is the next project that will be developed. The public process for that project has recently been initiated.

Over the past three years, considerable public input has been solicited and considered at all stages of developing the I-5 Delta Park Project. ODOT formed two project advisory committees, a Citizen Advisory Committee and the Environmental Justice Work Group, to guide development of the project. The advisory committees and public input have influenced the development of the purpose and need statement for the project, the evaluation factors for the project, the range of alternatives studied in the Environmental Assessment, and the recommendation of the preferred alternative.

In developing this project ODOT has also worked closely with regional and local jurisdictions, most notably with staff from City of Portland's Transportation, Planning, Parks, and Environmental Services bureaus and staff from the Portland Development Commission.

The Environmental Assessment for this project included a No Build alternative and four Build alternatives. Each of the Build alternatives proposed the same improvements to the I-5 freeway including: widening I-5 to three lanes southbound, widening shoulders and medians northbound, reconstructing the southbound Columbia Blvd. on ramp as a merge lane, and geometric changes at the Columbia Blvd. and Lombard Blvd. interchanges. The four Build alternatives differed from one another in the proposed changes in access between Columbia Blvd. and I-5.

This project is anticipated to be constructed in two phases. Phase I construction would include the proposed I-5 freeway improvements. This phase of construction is anticipated to begin in 2008 and be completed in 2010. Phase II construction would include the proposed changes in access between Columbia Blvd. and I-5. A construction year for Phase II has not yet been established.

### **Recommendations:**

The Hearings Panel's recommendations are presented below and are separated into the following categories:

- ❖ Preferred Alternative Recommendation
- ❖ Recommended Changes to the Preferred Alternative
- ❖ Recommendations for Final Design and Construction Phases
- ❖ Mitigation Measures and Community Enhancements Recommendations
- ❖ High Occupancy Vehicle Lane Recommendations
- ❖ Phasing and Financing Recommendations

### **Preferred Alternative Recommendation:**

The Hearings Panel recommends Alternative 2-Argyle on the Hill as the preferred alternative for the I-5 Delta Park Project for the following reasons:

#### **Transportation:**

- ◆ The proposed improvements to I-5, which are common to all four Build alternatives, will improve the operation, efficiency and safety of the freeway in the project area. The greatest operation and efficiency improvements will be experienced during the mid-day, evening, and weekend periods.
- ◆ Alternative 2 reinforces existing access routes, maintains familiar freeway travel patterns, and makes the least change in freeway access.
- ◆ Alternative 2 does not require traffic calming measures to encourage use of the new freeway access route.
- ◆ Alternative 2 reconstructs the Denver Avenue Bridge over Columbia Blvd., which is a long-term capital maintenance/replacement liability concern for the City and ODOT.
- ◆ Alternative 2 has the least negative traffic impact on the operation of Portland International Raceway.



### **Neighborhood Livability:**

- ◆ Alternative 2 results in the greatest reduction in traffic on existing Argyle Way and would provide the greatest improvement to the pedestrian environment along the existing Argyle Way. The volume of auto and truck traffic on Argyle Way has been identified as negatively impacting future development in the Kenton Light Rail Station area. This alternative relocates Argyle Way to the periphery of the Kenton downtown, and away from Kenton Park, downtown Kenton and the light rail station.
- ◆ Alternative 2 results in a noticeable decrease in noise levels for approximately 3 blocks of mixed use/residential properties and Kenton Park.
- ◆ Alternative 2 minimizes impacts on the planned Columbia Slough Trail.

### **Environmental Impacts:**

- ◆ Alternative 2 has the least environmental impacts and is, therefore, consistent with City of Portland's Type II Environmental Review requirements and approval criteria.
- ◆ Alternative 2 affects less environmentally sensitive land by expanding existing development rather than building a new bridge over the Columbia Slough.
- ◆ Alternative 2 maintains the wildlife corridor for North and Northeast Portland by not breaking up existing habitat for birds and animals along the Columbia Slough with new bridges or roads.
- ◆ Alternative 2 minimizes impacts on the existing forested riparian strip located between the N. Denver Avenue bridge and the I-5 bridge. New bridges or roads along the slough would remove vegetation and replace it with new impervious surface. This would result in a potential increase in pollutants and sediment entering the slough.
- ◆ Alternative 2 requires the least amount of new impervious surface (paving). Impervious surfaces have the potential to increase stormwater runoff, raise water temperature, and increase pollutant loading into nearby waterways.

### **Economic/Redevelopment Impacts:**

- ◆ Alternative 2 minimizes business displacements.
- ◆ Alternative 2 has the potential to positively affect the redevelopment prospects of high density sites around Argyle Way and Interstate Avenue, provided funding certainty for the Phase II interchange work.
- ◆ Alternative 2 has the second lowest property acquisitions.

### **Recommendations for Changes to the Preferred Alternative:**

The Hearings Panel recommends that Alternative 2 be amended as follows and that these changes be documented in the project's Revised Environmental Assessment:

- ❖ The reconstruction of the Denver Avenue Bridge over the Columbia Slough should be added to Alternative 2. Reconstructing both of the Denver Avenue Bridges at the same time will minimize community disruption in the long term.

- ❖ The Schmeer Road realignment should be moved further south to minimize impacts to the TMT Development/Container Care property. The opportunity to move the Schmeer Road realignment further south is provided by reconstructing the Denver Avenue Bridge over the Columbia Slough.

**Recommendations for Final Design and Construction Phases:**

As Phase I and Phase II of the I-5 Delta Park Project go through the final design and construction work, the Hearings Panel recommends that:

- ❖ During Phase I, ODOT further investigate ramp meters and lane treatments on the Columbia Blvd. southbound on-ramp with the objective of balancing the desire for most efficient entry to I-5 for trucks with the operational needs of the ramp.
- ❖ ODOT develop Phase II improvements in cooperation with the Portland Office of Transportation to ensure that the local circulation elements (new Argyle Way, Denver Avenue Bridges and Schmeer Road) are developed with appropriate City input and review.
- ❖ ODOT ensure that development of Phase II improvements includes opportunities for public input on roadway and structures designs for local circulation elements including: the new Argyle Way, the Denver Avenue Bridges, and Schmeer Road.
- ❖ During development of Phase II improvements, ODOT continue to investigate design modifications for the new Argyle Way alignment balancing the objectives of minimizing property impacts, maximizing re-development opportunities, and optimizing transportation safety and operations.
- ❖ During development of Phase II improvements, ODOT continue to investigate design options for bicycle and pedestrian facilities on the Denver Avenue Bridges balancing the objectives of providing good bicycle and pedestrian access, accommodating freight movement, minimizing property impacts, and optimizing traffic safety and operations.
- ❖ During Phase I and Phase II, ODOT coordinate with the Portland Office of Transportation to provide for City review of the construction management plan, which will ensure the least possible business and community disruption during the construction of these improvements.
- ❖ ODOT work with the Portland Office of Transportation to vacate portions of the existing Argyle Way during Phase II construction to help the area around Argyle Way to reach its full redevelopment potential.
- ❖ ODOT and the Portland Office of Transportation develop an Intergovernmental Agreement(s) regarding the ownership and maintenance of local circulation elements of the project, the development of an access management plan for the interchange area, and the implementation of local system community enhancements.

**Mitigation Measures and Community Enhancements Recommendations:**

With regard to mitigation measures and community enhancements, the Hearings Panel recommends:

- ❖ Implementing the full mitigation and conservation measures outlined in the Environmental Assessment including: erosion and sediment control measures, air and water pollution control measures, wetlands mitigation measures, landscaping and riparian re-vegetation measures, fish conservation measures, fencing for the Columbian Cemetery, and meaningful workforce diversity and DBE goals.
- ❖ Adding an additional mitigation measure to the Environmental Assessment for ODOT to provide technical assistance during Phase II of construction to help local businesses prepare for the construction impacts of both of the Denver Avenue Bridge replacements.
- ❖ Setting the Community Enhancement Fund for the I-5 Delta Park Project at \$1 million.

**High Occupancy Vehicle Lane Recommendations:**

With regard to an HOV lane or other managed lane, the Hearings Panel recommends that:

- ❖ The I-5 Delta Park Revised Environmental Assessment identify that one of the I-5 southbound lanes may be operated as an HOV or managed lane in the future between, approximately, the Marine Drive and Alberta interchanges.
- ❖ ODOT make a decision about whether or not to operate a southbound HOV or managed lane in Oregon by the time the I-5 Delta Park Project is opened to traffic, in approximately 2010. In making this decision ODOT should seek recommendations from the Bi-State Coordination Committee, JPACT and Metro Council and seek an amendment to the RTP as necessary.
- ❖ ODOT conduct additional investigation of a southbound HOV or managed lane using traffic data and traffic models constructed for the Columbia River Crossing (CRC) Project in order to explore:
  - ◆ Transit service assumptions for a HOV or managed lane;
  - ◆ The length and duration of congestion on I-5, SR 14 and SR 500 with and without an HOV or managed lane;
  - ◆ The feasibility of operating the lane as a managed lane;
  - ◆ Enforcement levels needed for an HOV or managed lane;
  - ◆ How CRC Project decisions regarding future high-capacity transit, freeway, and transportation demand management would support operation of an HOV or managed lane in Oregon.
- ❖ ODOT coordinate its analysis and decision making regarding a southbound HOV or managed lane with the Bi-State Coordination Committee and appropriate Bi-State staff.
- ❖ The CRC Project continue to investigate HOV and managed lane concepts for the Portland/Vancouver I-5 corridor through the EIS.

The Hearings Panel makes these recommendations for the following reasons:

- ❖ Local, regional, state and federal policies are supportive of providing transportation options other than the single-occupancy vehicle in the I-5 corridor.
- ❖ More investigation of transit service levels, congestion impacts, feasibility, and enforcement is warranted prior to making a final decision about southbound HOV or managed lane implementation.
- ❖ Additional information about the long-range southbound HOV and managed lane system is likely to result from the Columbia River Crossing Project. The decision about implementation of a southbound HOV or managed lane in Oregon should be coordinated, to the greatest extent practicable, with the CRC Project direction for HOV and managed lanes.

**Phasing and Financing Recommendations:**

The Hearings Panel recommends that funding for design, property acquisition and construction of Phase II be prioritized by ODOT and the City, and a project implementation schedule for Phase II construction be established.

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3704, FOR THE PURPOSE OF DETERMINING THE CONSISTENCY OF THE LOCALLY PREFERRED ALTERNATIVE WITH THE ADOPTED INTERSTATE 5/ DELTA PARK TO LOMBARD PROJECT IN THE REGIONAL TRANSPORTATION PLAN AND RECOMMENDING PROJECT APPROVAL

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Date: May 30, 2006

Prepared by: Mark Turpel

### BACKGROUND

The Interstate 5 (I-5) freeway is the major West Coast road system serving people and good movement north and south via auto, bus and truck both in the Metro area and as far as the Canadian and Mexican borders.

The 2000 Regional Transportation Plan recognized the transportation challenges of the corridor along I-5 from the Marquam Bridge to the Interstate Bridge and referenced the I-5 Trade and Transportation Partnership project as a process that would identify needed transportation actions on both sides of the Columbia River in the vicinity of I-5. Governors Gary Locke and John Kitzhaber appointed a bi-state I-5 Transportation and Trade Task Force of community, business, and elected representatives in January 2001 to develop the plan. The Task Force adopted al *Strategic Plan* on June 2002. The recommendations included:

- Three through-lanes in each direction on I-5, including southbound through Delta Park.
- A phased light rail loop in Clark County in the vicinity of the I-5, SR500/4th Plain and I-205 corridors.
- An additional span or a replacement bridge for the I-5 crossing of the Columbia River, with up to 2 additional lanes for merging and 2 light rail tracks.
- Interchange improvements and additional merging lanes where needed between SR500 in Vancouver and Columbia Boulevard in Portland. These include a full interchange at Columbia Boulevard.
- Capacity improvements for freight rail.
- Bi-state coordination of land use and management of our transportation system to reduce demand on the freeway and to protect the corridor investments.
- Involving communities along the corridor to ensure that the final project outcomes are equitable.

In November 2002, the Metro Council endorsed the *Strategic Plan* by adopting Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations and directed staff to incorporate the *Strategic Plan* recommendations in the next update of the RTP.

In July 2004, the Metro Council approved the update of the RTP through adopting Ordinance 04-1045A For the Purpose of Amending the 2000 Regional Transportation Plan ("RTP") for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals. Accordingly, the 2004 Regional

Transportation Plan (RTP) includes project number 4005, widening to six lanes the segment of I-5 from Lombard Street at the southern end to Expo Center/Delta Park at the northern end. This project would provide a consistent freeway width and eliminate a current condition where there is a portion of the freeway segment with two southbound lanes, while the balance of the freeway segment has three lanes each direction.

However, the 2004 RTP also states: "...despite a range of different improvements to the I-5 interstate bridges and transit service, latent demand exists in the corridor that cannot be address with highway capacity improvements alone." The 2004 RTP further states: "Light Rail transit and expanded bus service along parallel arterial streets are effective alternatives to I-5 for access to the Portland central city." The 2004 RTP also states that design considerations should be considered including:

- "HOV lanes and peak period pricing
- transit alternatives from Vancouver to the Portland Central City (including light rail transit and express bus)..."

The I-5 Delta Park to Lombard Project was initiated to look at alternatives along I-5 between Lombard and Delta Park, and, in addition to the direct freeway improvements (primarily changing this segment of I-5 to three lanes each direction by adding one additional lane southbound), four interchange/access alternatives (Full Columbia Ramps, Argyle on the Hill, New Road by the Slough, and Columbia Connector) were identified and assessed. Further, the feasibility of operating the new southbound lane as an HOV lane was assessed.

Most recently, the Columbia River Crossing (CRC) Project has taken up where the I-5 Transportation and Trade Partnership left off with regard to highway, transit, bicycle and pedestrian movement across the Columbia River in the immediate vicinity of I-5, just north of the I-5 Delta Park Project. A wide range of transit alternatives will be reviewed and analyzed during this effort and should address the transit questions along I-5 north corridor in Oregon (as well as into Clark County). However, the CRC project could benefit from consideration of whether HOV lanes will be included in the Delta Park to Lombard segment. Accordingly, it has been recommended that ODOT not make a decision about the status of the I-5 Delta Park Project additional southbound lane (whether it should be a general purpose lane, HOV or managed lane) until the CRC Project is further along. This can be achieved because final engineering and even most of the construction can proceed without making a decision about the lane status.

A draft resolution was brought to the Transportation Policy Advisory Committee (TPAC) on May 26, where it was unanimously recommended for approval. Subsequent to this action, Metro staff concluded that the resolution would be more precise if the resolution title directly stated that the project was already part of the RTP and that the resolves reference the titles of the supporting technical reports and these changes are reflected in the proposed resolution for JPACT and Metro Council consideration.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There have been concerns expressed by residents of the area along I-5 concerning additional air pollution, noise, dust and traffic congestion. These issues are described in the Environmental Assessment and Hearings Panel recommendations (Exhibit "A"). There have been concerns expressed about the operation of a new southbound lane as an HOV or managed lane, including representatives of trucking and Clark County commuters to the Metro area. Further, there have been concerns expressed about whether the proposed project helps implement the region's plans.

### **2. Legal Antecedents**

Resolution No. 98-2625, For the Purpose of Amending the Metropolitan Transportation Improvement Program to Approve a Six-Month High Occupancy Vehicle (HOV) Lane Demonstration on I-5 Northbound and Associated Financing.

Ordinance No. 00-869A, For the Purpose of Adopting the 2000 Regional Transportation Plan.

Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations.

Ordinance No. 04-1045A, For the Purpose of Amending the 2000 Regional Transportation Plan ("RTP") for Consistency with the 2004 Interim Federal RTP and Statewide Planning Goals.

### **3. Anticipated Effects**

Construction of the I-5 Delta Park to Lombard Project as recommended by Exhibit "A".

### **4. Budget Impacts**

No direct impacts to the Metro budget. The project is included in the list of Financially Constrained System Projects (number 4005) of the Regional Transportation Plan.

## **RECOMMENDED ACTION**

Approve Resolution No. 06-3704, For the Purpose of Determining the Consistency of the Interstate 5/ Delta Park to Lombard Project with the Regional Transportation Plan and Recommending Project Approval.



**METRO**

DATE: May 31, 2006  
TO: JPACT and Interested Parties  
FROM: Ted Leybold: MTIP Manager  
SUBJECT: TPAC recommendation on ODOT Region 1 Modernization funds

\* \* \* \* \*

At its May 26 meeting, TPAC recommended a proposal for the programming of ODOT Modernization funds for the draft 2008-11 State Transportation Implementation Plan (STIP). The recommendation is for JPACT consideration as programming of funds for the Oregon Transportation Commission (OTC) to release for public comment this fall.

The recommendation is summarized as Exhibit A to the attached resolution. Exhibit B to the resolution summarizes the proposed conditions associated with the recommended funding for the projects.

In developing the recommendation, TPAC considered the technical analysis of how candidate projects rated relative to the measures endorsed by JPACT, consistent with criteria adopted by the OTC. The technical analysis is summarized as Attachment 1 of the staff report to the resolution. Analysis of the measure of "Leverage" is subject to change during the public comment process as local match commitments to the projects become more defined.

If JPACT acts on a recommendation that includes a need for local match to complete a project phase, clarification should be provided on:

1. What funding sources local jurisdictions will be eligible to pursue for matching funds such as:
  - A. Transportation Priorities (MTIP) funds
  - B. Regional priority list for federal earmarking
  - C. Other state program funds such as Transportation Enhancements



- D. Special state opportunity funds such as Connect Oregon or future OTIA-type revenues
- E. Future year state Modernization funds

2. What would be the status of recommended Modernization funds programmed on a project if matching funds are not secured by local agencies by a specific milestone.

These policy clarifications would ensure clear expectations for local jurisdictions and timely obligation of funds by ODOT.

JPACT's recommendation will be forwarded to the Metro Council for their consideration and adoption. The final recommendation will then be forwarded to the OTC for their consideration of inclusion into the draft STIP that will be made available for public comment this fall. Final adoption of the programming of Modernization funds will be completed with adoption of the Metropolitan Transportation Improvement Program (MTIP) by JPACT and the Metro Council in the spring of 2007 and air quality conformity report in the summer of 2007. The programming of MTIP funds will be incorporated into the STIP and forwarded to the Federal Highway and Transit Administrations for final approval by the fall of 2007.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PROPOSING A LIST OF	)	RESOLUTION NO. 06-3663
HIGHWAY MODERNIZATION PROJECTS TO	)	
RECEIVE FUNDING IN THE 2008-11 STATE	)	Introduced by Councilor Rex Burkholder
TRANSPORTATION IMPROVEMENT	)	
PROGRAM (STIP)	)	
	)	

WHEREAS, the Oregon Transportation Commission will release a draft State Transportation Improvement Program for public comment in the fall of 2006; and

WHEREAS, this program will contain funding recommendations for highway related “modernization” projects within the Metro Area; and

WHEREAS, the Joint Policy Advisory Committee on Transportation and the Metro Council, as the Metropolitan Planning Organization board for the Metro Area needs to coordinate with the Oregon Transportation Commission on the selection of transportation projects in the Metropolitan Planning area; and

WHEREAS, the Commission has requested comments on which highway modernization projects should receive state transportation funding targeted for use in the Metro Area; and

WHEREAS, projects selected for funding in the Metro Area will need to be programmed into the Metropolitan Transportation Improvement Program; and

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the MTIP and any subsequent amendments to add new projects to the MTIP; and

WHEREAS, projects selected for inclusion in the MTIP will be assessed for impacts to regional air quality analysis and need to comply with the State Implementation Plan for air quality; now, therefore

BE IT RESOLVED that the Metro Council requests the Oregon Transportation Commission to include the projects as described in Exhibit A be included in the public review draft of the 2008-11 State Transportation Improvement Program.

ADOPTED by the Metro Council this 29<sup>th</sup> day of June 2006.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

**Exhibit A**  
**Resolution No. 06-3663**

<b>Prioritization Summary of Potential ODOT Region 1 Modernization Projects 2008-11 STIP</b>			
	<b>Cost (millions)</b>	<b>Recommendation (millions)</b>	<b>Recommended Phases</b>
I-5 Delta Park Phase II: PE and ROW for Columbia Blvd access to I-5	\$14.000	\$7.000	PE, ROW
I-5 SB/I-205 SB Merge Lane extension	\$3.000	\$0.000	
US26: 185th to Cornell	\$19.500	\$12.500	PE to Con
Troutdale Marine Dr./Backage Road	\$7.900	\$0.500	PE
US26: Springwater Interchange Phase I	\$5.800	\$3.000	PE to Con
I-5: Wilsonville Interchange	\$10.500	\$8.000	PE to Con
Sunrise Corridor	\$7.000	\$0.000	
Preservation Supplement for Ped/Bike STA Implementation Project: McLouglin Blvd in Oregon City Phase 2 as example.	\$1.000 \$3.450	\$0.000	
US26: Kane/257th/Palmquist Interchange		\$0.000	
Highway 217 EIS	\$1 to \$3 million	\$0.500	
I-205/Powell Interchange EA/PE		\$0.000	
I-205 South: I-84 to I-5 EIS (OIPP coordination)		\$0.500	
I-405 Loop: I-5 to I-84 refinement plan		\$0.000	
North Milwaukie Industrial Area Plan		TGM grant	
<b>Total</b>	<b>\$75.150</b>	<b>\$32.000</b>	
Metro Area 2008-11 STIP Modernization Target after existing commitments	\$32 million		
<b>Committed Projects in 2008-09</b>			
I-205/Mall LRT	\$5.000		
Sellwood Bridge	\$1.500		
I-5 Delta Park Ph. 1: PE/ROW	\$2.104		
Preservation supplement for Ped/Bike	\$1.000		
<b>New funding Committed to Projects in 2008-09</b>			

**Exhibit B**  
**Resolution No. 06-3663**

**Conditions of Recommended State Modernization Funding**  
**For the Draft 2008-11 State Transportation Improvement Program**

1. The \$500,000 of Modernization funding proposed for Highway 217 Environmental Impact Statement (EIS) work is conditioned on obtaining a federal “earmark” of transportation funds adequate to complete an EIS. Otherwise, these funds would revert to the US26: 185<sup>th</sup> to Cornell widening project.
2. The I-5 Delta Park Phase II project funding is subject to match funds of \$7 million, the current cost estimate to complete preliminary engineering and right-of-way for the project.
3. The US26: 185<sup>th</sup> to Cornell project funding is subject to match funding of \$7 million, the current cost estimate to complete construction of the project. The \$500,000 of Modernization funds recommended for Highway 217 EIS work is eligible to reduce this match amount should federal earmark funding for that project not be obtained.
4. The US26: Springwater Interchange Phase I project funding is subject to match funding of \$2.8 million, the current cost estimate to complete construction of the project.
5. The I-5 Wilsonville Interchange project funding is subject to match funding of \$3.5 million, a cost estimate to complete construction of some elements of the project. Additional project scope and cost elements beyond a \$10.5 million project definition may be considered outside of this funding recommendation.
6. The I-205 South: I-5 to I-84 project scope will be defined following proposals for further work in the corridor by the Oregon Innovative Partnership Program (OIPP). Funds could be used for required environmental work associated with a project proposal or corridor planning activities.

## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 06-3663, FOR THE PURPOSE OF  
PROPOSING A LIST OF HIGHWAY MODERNIZATION PROJECTS TO RECEIVE  
FUNDING IN THE 2008-11 STATE TRANSPORTATION IMPROVEMENT PROGRAM  
(STIP)

---

Date: June 29, 2006

Prepared by: Ted Leybold

### **BACKGROUND**

The Oregon Transportation Commission has previously defined how it will target available funding among its various areas of responsibility for the state highway system. This includes funding targeted towards administration, maintenance, operations, bridges, safety and “modernization” or capacity projects. These targets are further defined by target amounts within each of five ODOT districts within the state. The Metro boundary is contained within a greater Oregon Department of Transportation (ODOT) district known as Region 1.

This resolution would provide a recommendation to the Oregon Transportation Commission on which highway related modernization projects to propose for public comment within the draft 2008-11 State Transportation Improvement Program (STIP) for the Metro area of ODOT Region 1. The Commission is scheduled to release a draft 2008-11 STIP this fall for public comment in the mid-October to mid-December 2006 time frame.

The commission, through their guidelines for Area Commissions on Transportation, has requested ODOT regional office staff to closely coordinate with Metropolitan Planning Organizations (MPOs) on the development of the draft STIP. JPACT and the Metro Council are the designated MPO boards for the Portland metropolitan area.

Furthermore, the forums the Oregon Transportation Commission has created for local participation in the development of transportation policy and recommendations, an Area Commission on Transportation, does not exist in the Portland metropolitan area. Therefore, no other method of deliberating and coordinating regional priorities for state transportation funding exists in the Portland area other than the JPACT and Metro Council process.

In February 2006, ODOT Region 1 staff released lists of potential projects, for the Modernization, Safety, Maintenance and Bridge funding categories. The projects in each of the funding categories, except for the Bridge category, were estimated to cost more than the funds identified as available to pay for the projects. Open house forums were held (three in the Metro area) and public comment was received during a 45-day comment period. At the end of the public comment period, JPACT requested to provide the OTC with a prioritized list of Modernization projects for release for further public comment as part of the draft 2008-11 STIP.

To reach a recommendation, a technical analysis of the Modernization projects nominated by ODOT Region 1 staff and projects nominated during the public comment period was developed to evaluate the projects relative to prioritization criteria identified by the OTC and JPACT (See Attachment 1 to this staff report). The analysis and summary of public comments received was made available to TPAC, JPACT and the Metro Council. From this information, a prioritized list of Modernization projects was developed

for recommendation to the Oregon Transportation Commission (See Exhibits A and B to Resolution 06-3663).

#### **ANALYSIS/INFORMATION**

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** None. In adopting this resolution, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council are acting in a coordinating capacity with the Oregon Transportation Commission in the creation of the 2008-11 State Transportation Implementation Program. JPACT and the Metro Council will ultimately decide whether to include the proposed programming of state “modernization” funds when it considers adoption of the 2008-11 Metropolitan Transportation Improvement Program.
3. **Anticipated Effects** Adoption of this resolution will provide the Oregon Transportation Commission with a recommendation of local priorities for consideration of the use of state “modernization” funds, as set defined by the Commission, for use on highway related projects that address capacity in the Metro region.
4. **Budget Impacts** None.

#### **RECOMMENDED ACTION**

Metro staff recommends the approval of Resolution No. 06-3663 as proposed.

Attachment 1

Prioritization Summary of Potential ODOT Region 1 Modernization Projects 2008-11 STIP												
Prioritization Criteria	Eligibility	Project Readiness		Oregon Highway Plan Consistency		Freight Mobility		Congestion and/or Freight Mobility (V/C ratio)	Leverage and Public Benefit			Environmental
		Consistent with Constrained RTP and Local TSP	Adequate definition and planning	Funding PE, ROW, Construction	Consistent with Major Improvements Policy	Support 2040 land use	On State or Regional freight system or NHS intermodal connector	Support multi-modal freight movement	Remove barrier to movement of goods	Over match, innovative financing, other infrastructure, jurisdictional transfer	Aid in traded-sector job creation or retention	Benefit multiple modes of travel
Project												
I-5 Delta Park Phase II: PE and ROW for Columbia Blvd access to I-5	High	High - Preferred alt being selected this month as part of current EA	PE, ROW	High	High (Ind, TC)	yes - high OFAC priority	High	High - safe operations and congestion. (.7)	Potential transfer of Denver Ave., community enhancements	High (Columbia South Shore, Rivergate)	Yes	FONSI scheduled for adoption in 2006.
I-5 SB/I-205 SB Merge Lane extension	Med	High - came out of auxiliary lanes project design	PE to Con	High	Low	yes - high OFAC priority	Low	Med - safe operations and congestion. (.34 w/ 2 lanes)	Enhance benefits of Auxiliary lanes	Low	No	Categorical Exclusion
US26: 185th to Cornell	High	Medium - US 26 corridor plan completed	PE to Con	Med	Med (TC)	yes - high OFAC priority	Low	Med - congestion. (.76 w/ 3 lanes)	Low: \$1 million earmark for PD	High (Sunset Corridor)	No	Categorical Exclusion
Troutdale Marine Drive extension PE	Med: Troutdale TSP but not RTP.	Med: earmark funds available but insufficient for planning and design	PE	High: defers need for full interchange	High (Ind, TC)	no but directly connects to I-84 interchange and Marine Dr. - high OFAC priority	Med	Med - safe operations and congestion. (.89)	High: \$1 million earmark for PD/PE	Med (industrial lands access, including former Reynolds Aluminium site - 700 acres)	No	Categorical Exclusion
US26: Springwater Interchange Phase I	High	Med - Refinement plan completed, EA/IAMP in '06-'09 DSTIP	PE to Con	High: defers need for full interchange	Med (Ind) but is timing ripe relative to other projects?	yes - medium OFAC priority	Low	Low	Low: But SDC's eligible for use.	High (Springwater; 15 18K jobs potential)	No	Categorical Exclusion for phase 1 (EA or EIS for full interchange in '06-'09 STIP)
I-5: Wilsonville Interchange (Refinement Plan, PE + ROW)	High (PE, ROW in constrained RTP)	Med - Wilsonville Freeway Access Study defined need, proposal includes refinement plan	PE to Con	High	High (Ind, TC)	yes - high OFAC priority	Med	High - congestion. (1.2)	High (local match)	High (Wilsonville RSIA 194 acres vacant)	Yes	Categorical Exclusion (phase 1)
Sunrise Corridor (PE, ROW)	High	Med - EIS underway	ROW	Low	Med (Ind)	yes - medium OFAC priority	Low	High - safe operations and congestion. (Hwy 212 = 1)	High (earmark, County, OTIA)	High (Clackamas and Damascus Industrial Areas)	Yes (adjacent multi-use path and bus use option being studied)	EIS underway
Preservation Supplement for Ped/Bike	High	N/A	Con	High	Varies	Varies	Low	No	Possible	No	Yes	N/A
STA Implementation Project: Oregon City	High	High - Boulevard plan completed, PE-phase underway	Con	High	High	yes	Low	No. (.52)	High (MTIP, bridge and pres projects)	Med	Yes	?

**Attachment 1**

**Prioritization Summary of Potential ODOT Region 1 Developmental STIP Projects  
2008-11 STIP**

Prioritization Criteria	Eligibility		D-STIP Project Suitability	Oregon Highway Plan Consistency		Already Completed D-STIP Milestone(s)	Funding Identified for Development or Construction	Leverage and Public Benefit	
	Addresses identified need	Has adequate funding to complete milestone		Consistent with Major Improvements Policy	Support 2040 land use			Over match, innovative financing, other infrastructure, jurisdictional transfer	Benefit multiple modes of travel
Project									
Highway 217 EIS	High	Unk	High - 217 corridor plan	Unk - need to define EIS scope	High (2 RC's)	Refinement Plan completed	No	Low	Possible
I-205/Powell Interchange EA/PE	High	Unk	High - Powell Foster Corridor Plan	Med	Low	Refinement Plan adopted	No	Low	Possible
I-205 South: I-84 to I-5 EIS (OIPP coordination)	Low	Unk	Med - OIPP and recon. underway	Med - need more definition	High (Ind, RC's, TC's)	No	OIPP	High (OIPP)	Possible
I-405 Loop: I-5 to I-84 refinement plan	Low	Unk	Med - part of I-405 Loop Study	High	High (RC, Ind)	Refinement Plan drafted	No	Low	No
North Milwaukie Industrial Area Plan	High	Unk	North Milwaukie Industrial Area Plan - TGM	High	Med (station community)	Refinement Plan completed	No	Low	Yes



M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503 797 1794



**METRO**

DATE: June 6, 2006  
TO: Joint Policy Advisory Committee on Transportation  
FROM: Kate Lyman, Planning Intern  
SUBJECT: Environmental Justice in current STIP projects

\* \* \* \* \*

The purpose of this memo is to inform you of the Environmental Justice status of currently proposed STIP modernization projects. Because the STIP is a federally aided program, it must comply with Title VI of the 1964 Civil Rights Act and the Civil Rights Restoration Act of 1987 as required by Title 23 Code of Federal Regulations (CFR) Part 200, and Title 49 CFR Part 21. STIP activities must also comply with the Executive Order of 1994 for Environmental Justice.

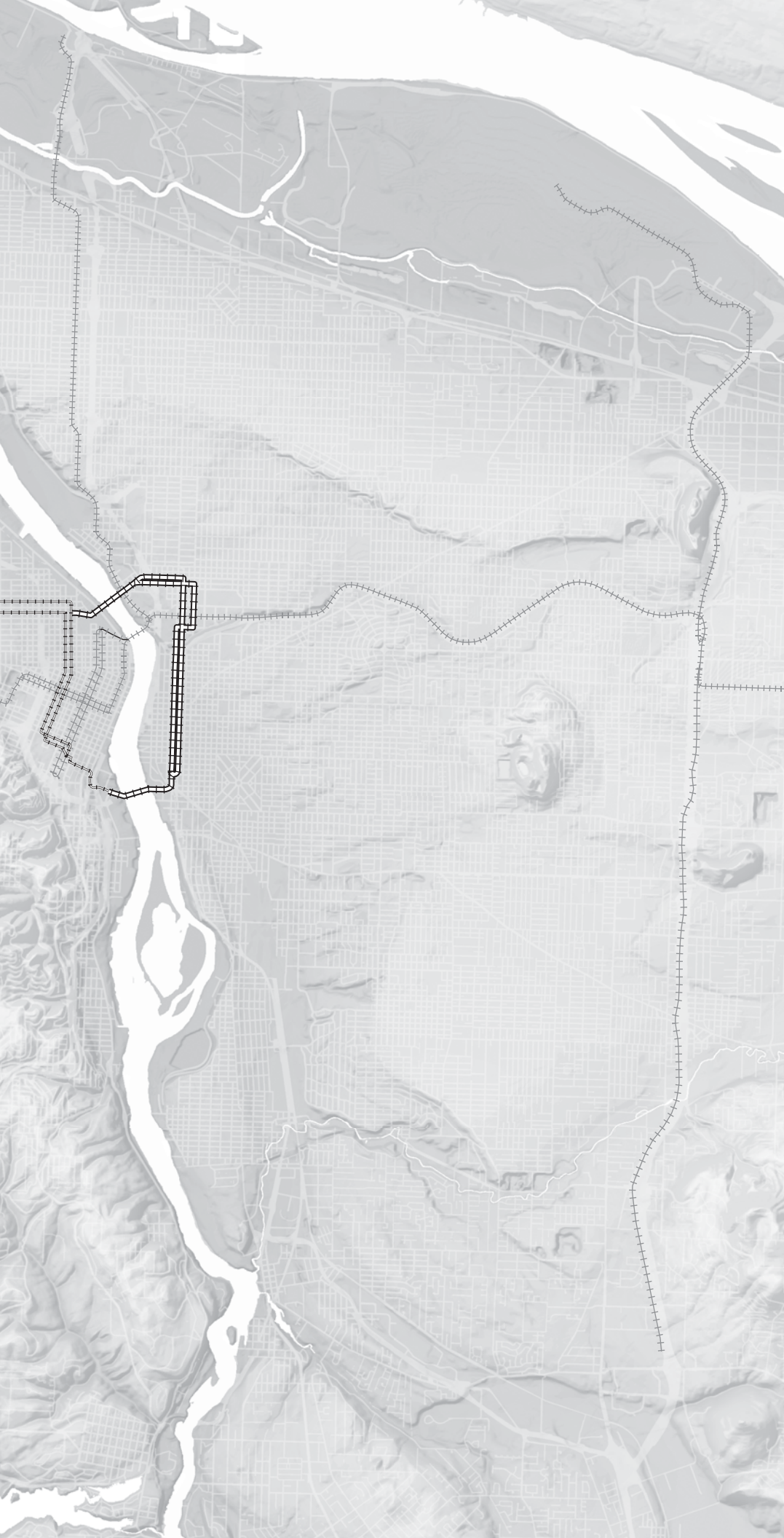
The importance of environmental justice analysis lies in ensuring that the costs and benefits of each transportation project are distributed equitably among communities in our region, and to minimize situations in which the benefits of a project do not incur to those who are impacted.

To this end, we have prepared the following analysis of economic and social indicators surrounding the seven proposed STIP projects. The table below lists the total population within census block groups surrounding each project, the total number and percentage of that population who self-identify as having earned twice the federally-regulated poverty income level for the year 2000 or less, the total number and percentage of persons who identify with different racial categories and Hispanic ethnicity, and the total number and percentage of persons who identified as not able to speak English. Numbers and percentages highlighted in **bold** are those that affect a significant portion of persons within that category; namely, greater than 2.5 times the regional average of that population or greater than 1000 total persons.

**TABLE 1: Environmental Justice Analysis for Currently Proposed STIP Projects**

Project	Total Population	2x Poverty Level Income or Less	White Alone	Black Alone	American Indian-Alaskan Alone	Asian Alone	Hispanic Ethnicity	Non-English-Speaking
<b>I-5: Delta Park Project</b>	8,796	2,919 (33%)	5,844 (66%)	<b>1,285</b> <b>(15%)</b>	<b>142</b> <b>(2%)</b>	504 (6%)	652 (7%)	209 (2%)
<b>I-5/I-205 Merge: Acceleration Lane</b>	4,900	384 (4%)	4,332 (88%)	9 (0%)	10 (0%)	276 (6%)	223 (5%)	69 (1%)
<b>US 26: 185<sup>th</sup> Ave to Cornell Road Widening</b>	13,569	2,468 (18%)	10,159 (75%)	122 (1%)	107 (1%)	<b>2,267</b> <b>(17%)</b>	906 (7%)	<b>599</b> <b>(4%)</b>
<b>Troutdale Marine Drive Backage Road</b>	5,196	834 (16%)	4,511 (87%)	143 (3%)	53 (1%)	215 (4%)	133 (3%)	69 (1%)
<b>US 26: Springwater Interchange Phase I</b>	11,175	2,187 (20%)	10,189 (91%)	100 (1%)	73 (1%)	141 (1%)	571 (5%)	84 (1%)
<b>Wilsonville Road Interchange</b>	11,490	2,304 (20%)	10,325 (90%)	79 (1%)	47 (0%)	279 (2%)	963 (8%)	<b>311</b> <b>(3%)</b>
<b>Sunrise Corridor</b>	8,128	1,172 (14%)	7,144 (88%)	70 (1%)	0 (0%)	410 (5%)	371 (5%)	101 (1%)

\*Impacts greater than 2.5 the Regional Average OR greater than 1000 people



# Eastside Transit Alternatives Analysis

## *Evaluation Summary*

May 2006



METRO

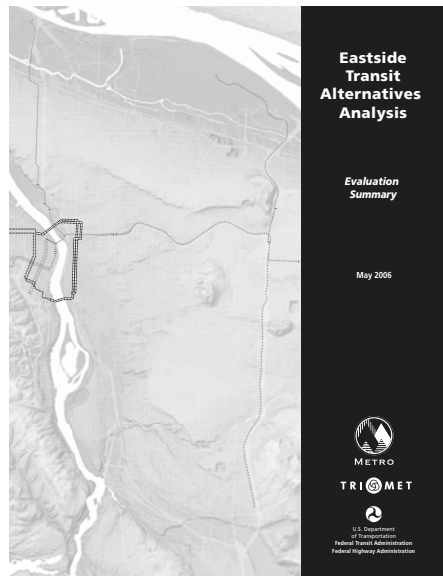
TRI  MET



U.S. Department  
of Transportation  
Federal Transit Administration  
Federal Highway Administration

# Downtown Portland to the Eastside

TRANSIT ALTERNATIVES ANALYSIS



**Metro Council**  
President  
David Bragdon

Deputy President  
Carl Hosticka  
District 3

Rod Park  
District 1

Brian Newman  
District 2

Susan McLain  
District 4

Rex Burkholder  
District 5

Robert Liberty  
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## Evaluation Summary

### **Overview**

This Evaluation Report summarizes the analysis of transit alternatives for a loop circulator in Portland's Central City (see Figure S-1). The purpose of the Eastside Transit Alternatives Analysis is to develop, evaluate and select a transit alternative that is responsive to community needs and the travel demand in the Central City and which serves as a catalyst for economic development and supports and focuses land use. This analysis was conducted in a manner intended to be consistent with the Federal Transit Administration's (FTA) newly created Small Starts program, current guidance for Alternatives Analysis and the National Environmental Policy Act.

This report provides analysis and information for decision-makers and the public to undertake selection of a Locally Preferred Alternative (LPA). This report does not recommend a LPA for adoption, but presents consistent information on each alternative that allows the reader to determine how well each alternative meets the project's purpose and need and evaluation criteria. Information is presented specific to each evaluation measure and is designed to serve as the basis for selection of a LPA. The report provides information regarding transportation analysis, transit ridership, land use, economic development, capital and operating costs, traffic impacts, conceptual design, and cost effectiveness.

### **Goals and Objectives**

The following goals and objectives have been developed with the Eastside Policy Advisory Committee and Steering Committee and have received public review. The goals may be summarized as a project that will:

- Reduce reliance on the auto for trips to, from and within the Central City.
- Improve Central City transit circulation, capacity, connectivity and local access that facilitates economic development and promotes the vitality of the Central City, and
- Support existing and future streetcar and light rail investments in the region by expanding the system and increasing ridership in a cost-effective manner.
- Support economic development.
- Support community goals and has strong public acceptance.

For a full discussion of the project's purpose and need, goals and objectives and evaluation measures, please see Chapter 1 of this report.

### **Central City Development Context**

Together, Portland's Central City - Eastside and Westside - is the region's premier mixed use center, serving as a cultural, employment, high density housing center upon which the transit system is centered. Between 1980 and 2000, office space in the Central City increased from about 5.2 million square feet to over 14 million - up 174 percent. During this period Central City employment increased from about 89,000 to 121,000. From 1995 to 2005, there were 6,379 new homes built in the Pearl and Old Town districts - 97 per cent of the City's 2020 target for these districts. The number of households in the Central City is expected to increase by 55 percent between 2005 and 2025. Employment is forecast to increase by 35 percent. The location of new growth is important as households in the Central City generate fewer auto trips, fewer vehicle miles traveled, and more transit and walk trips compared to locations without transit friendly conditions. Many believe that the locally funded streetcar approved in 1997 and opened in 2001

## Executive Summary

### Overview

This Evaluation Report contains the analysis of transit alternatives for a loop circulator in Portland's Central City. This Executive Summary section presents the results of the evaluation in an abbreviated summary form. The Summary section that follows provides more detail regarding the definition of the alternatives, goals and objectives, design considerations and evaluation measures. The individual report chapters that follow provide full detail and documentation regarding this alternatives analysis. This analysis was conducted in a manner intended to be consistent with the Federal Transit Administration's (FTA) newly created Small Starts program, current guidance for Alternatives Analysis and the National Environmental Policy Act.

### Definition of Alternatives

All alternatives were based on the Regional Transportation Plan's 2025 Financially Constrained network and include:

The **No-Build Alternative** fulfills the role of a **Small Starts Baseline** as it includes incremental service increases in the corridor and serves the same downtown circulation travel market as the Streetcar Alternative.

The **Streetcar Alternative** is defined as the **Full Loop** alignment, and has three **Minimum Operable Segments (MOS)**; **Oregon Street, Morrison Street**, and at the Oregon Museum of Science and Industry, referred to as **OMSI**. These are shown in Figure ES-1

The **Streetcar Alternative** was analyzed using the MLK/Grand couplet alignment through the Central Eastside. The **Two-way Grand Design Option** could also be used for the Central Eastside segment of the loop, and is presented as an alternative to the MLK/Grand couplet alignment. The alternatives are presented schematically in Figures ES-2 through ES-5, showing the operating plan for each alternative. For the MOS alternatives, a connecting bus completes the full loop.

The results of key evaluation measures is presented below. A more detailed accounting of all evaluation measures is presented in the Summary, and in Chapter 3 of this report.

### Transit Ridership Results

Each alternative results in an increase in Streetcar and total transit ridership compared to the 2025 No-Build Alternative, with the Full Loop resulting in the largest increase. Figure ES-5 shows this breakdown.

All of the build alternatives have over 50 percent of their ridership and at least some portion of the trip occurring in the Central Eastside. The OMSI MOS and Full Loop alternatives would exhibit the highest percentage of streetcar ridership on the eastside at approximately 75 percent.

Compared to the No-Build alternative, the Full Loop and OMSI MOS alternatives would improve transit connectivity through the Central Eastside by providing a limited stop, one-seat ride through the eastside. Streetcar alternatives would provide greater transit capacity and would result in more riders per mile of operation.

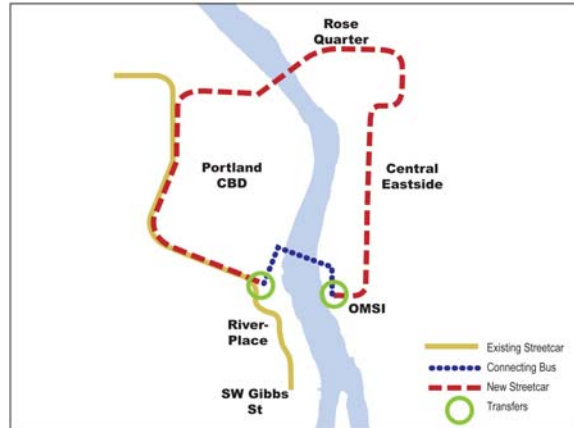
Figure ES-1  
Streetcar Alternative and the Minimum Operable Segments (MOS)



**Figure ES-2**  
**Streetcar Alternative Service Concept**



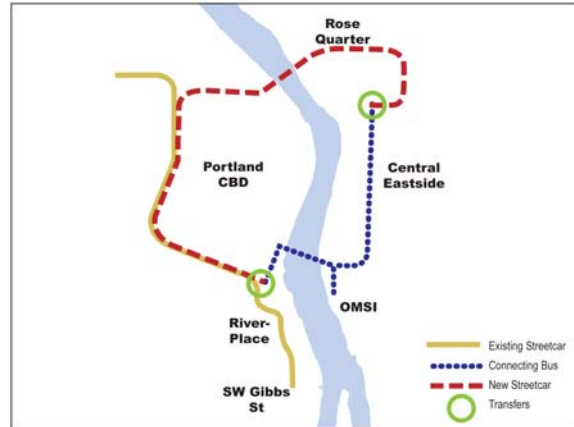
**Figure ES-3**  
**OMSI MOS Service Concept**



**Figure ES-4**  
**Morrison MOS Service Concept**



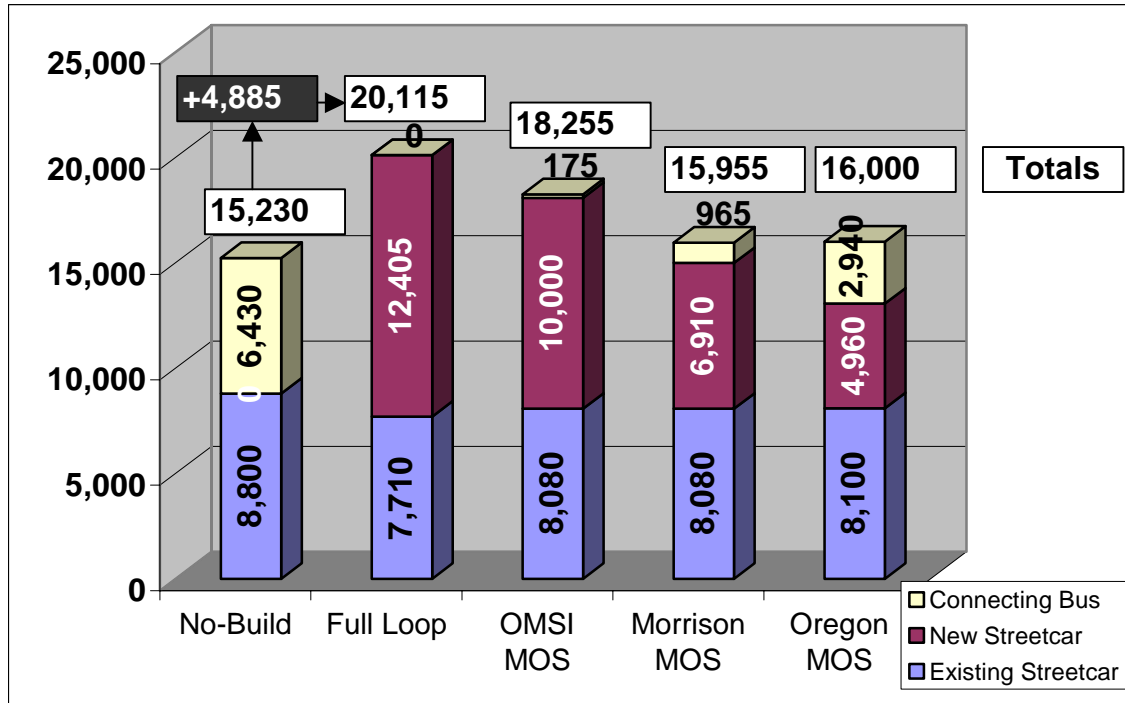
**Figure ES-5**  
**Oregon MOS Service Concept**





The introduction of Streetcar service on the eastside would further complement the eastside grid system by dispersing trips across an array of destinations. The Full Loop alternative would have the best overall improvement in total transit travel times to/from and within the corridor compared to the No-Build alternative.

Figure ES-6  
Streetcar and Bus Ridership Average Weekday – Year 2025



The full loop Streetcar Alternative, and to a lesser degree the MOSs, meet the project’s goal of creating a Central City circulator transit project that distributes trips throughout the districts it serves.

All of the build alternatives provide improved connections between key visitor destinations in the Central City. The presence of streetcar stops, rails and catenary would make streetcar relatively more easily identifiable than standard fixed route bus service, which lacks permanent guideway improvements.

All of the build alternatives would result in reduced parking demand compared to the No-Build, because more internal transit trips within the corridor are accommodated on transit.

### Land Use and Development Policy Results

All of the alternatives would be consistent with state, local and regional land use plans and policies in effect in the Central City. The Full Loop would go the farthest toward implementing specific policies regarding a Central City transit circulator and fostering transit supportive development.

The region's compact urban form, land use mix, short average trip lengths and the presence of viable alternatives to the single occupant vehicle are directly attributable to the region’s land use

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and transportation plans and policies. These have resulted in transit trips, including bus, streetcar and light rail, that have grown substantially more than vehicle miles traveled, a trend that is unusual compared to the rest of the country. Residents of the Central City, with its high level of transit service and density and mix of uses, make fewer auto trips, own fewer cars, and use transit more than their counterparts in other parts of the region. Figure ES-6 summarizes this trend historically.

### **Economic Development Policy Results**

The existing Portland Streetcar line demonstrates the impact of transit on development. This can be illustrated by the response of the private sector development community to announced plans to build a streetcar line in downtown Portland. In 1997, the City of Portland gave final approval to Portland Streetcar Inc., to proceed with construction and operation of streetcar service in downtown Portland. July 2001, streetcar operation commenced. Based on the experience of the Portland Streetcar, the private sector is willing to develop at a higher density along a streetcar line as evidenced by signed developer agreements to build to higher floor area ratios contingent on the presence of the streetcar. After 1997, those areas within one block of the streetcar experienced much greater development than areas two, three or more blocks from the alignment. Specifically, since the commitment to streetcar service was made, lands within one block of the streetcar were built to within 90 percent of allowed density (FAR), while lands within two blocks only built to a little over 70 percent and areas three blocks distant built to a little over 60 percent of allowed density.

Based on the experience of the Portland Streetcar and application of that experience to the Eastside project through analysis of existing zoning, floor area ratios, redevelopment potential and other factors, substantially more housing and mixed use development could occur on the eastside with the Full Loop Streetcar or MOSs than with the No-Build, commensurate with the length of the project. The percent of maximum floor area ratio (FAR) was used to assess what might occur on the Eastside. Given the existing zoning, an additional 3,432 housing units could be expected between 2005 and 2025 if a the OMSI MOS or Full Loop projects were built. The shorter MOSs would result in fewer additional housing units.

The Eastside has numerous proposed economic development projects that would benefit from transit and especially a streetcar because of the streetcars' demonstrated higher attraction of riders and greater passenger capacity. This larger public investment in a streetcar would likely result in greater private investments in the Eastside than would occur with the provision of bus service.

### **Traffic Impact Results**

The proposed Eastside Streetcar route would operate in mixed traffic on existing streets within the corridor. During the PM Peak periods traffic congestion is relatively heavy along this corridor, which would in turn impact streetcar operations. The Streetcar operations are dependent on the general traffic flow of the roadway system the streetcar is operating in, and key locations where the streetcar requires signalization changes or other exclusive provisions to integrate with the general traffic flow.

Future 2009 (opening year) and 2025 PM peak hour traffic analyses were conducted at 51 intersections along the SE MLK Jr. Boulevard/SE Grand Avenue couplet and the NE Broadway/NE Weidler couplet. For the year 2009 PM peak hour traffic operations, four intersections along the proposed route are anticipated to operate at an intersection level of service (LOS) E to F, and/or a volume to capacity Ratio (V/C) greater than 1.00. For the year 2025 PM

peak hour traffic operations, 17 intersections along the proposed route are anticipated to operate at a LOS E to F, and/or a V/C greater than 1.00.

Future PM peak hour traffic conditions may have some impact on streetcar operations due to congestion along this corridor. Six of the intersections would be impacted by Streetcar operations, where general traffic is stopped for the streetcar to turn into mixed traffic through either a new traffic signal or the addition of a new phase to the existing traffic signal. These changes would not significantly alter the existing signal timing and progression of traffic along these roadways.

As part of the proposed Streetcar alignment, several signal and roadway changes are proposed to successfully integrate Streetcar into mixed traffic. Changes would include special signal phases, queue jumps, roadway widening, and striping and lane changes. These changes were incorporated into the traffic analysis for Streetcar to OMSI and are summarized in this section. Any of the MOS Alternatives would have the same improvements up to the respective terminus locations.

### **Design Considerations**

Further investigation into potential improvements to move the streetcar through the corridor faster and more reliably as well as ways to improve the pedestrian environment should be conducted during the next phase of this study. Based on community support, engineering judgment, and the 2009 and 2025 traffic analysis, several design issues have been identified and will be evaluated further during the next phase of the project. These design issues focus on streetcar operations and the pedestrian environment. Current plans in the corridor will help with the pedestrian environment and additional considerations could be made to improve on the pedestrian access and safety along the Broadway/Weidler and MLK Jr./Grand couplets.

### **Two Way Grand Design Option**

The Two-Way Grand Design Option was developed as an alternative to the MLK Boulevard/Grand Avenue couplet to address transfer connection to radial bus lines and to improve the pedestrian environment. The Two-Way Grand Avenue Design Option has been designed so that it could be applied to any of the MOSs with the exception of the Oregon MOS which doesn't extend to the Central Eastside, and does not preclude either two-way Grand Avenue design option or the MLK/Grand couplet alignment extension to the Central Eastside.

With the Two-way Grand Avenue alignment, Grand Avenue would be converted to a two-way street. Streetcar would operate in both directions in the travel lanes with traffic. The proposed streetcar alignment would remain the same north of E Burnside Street. Southbound streetcar would turn northbound on E Burnside and southbound on SE Grand Avenue. Both northbound and southbound streetcar would operate on SE Grand Avenue. SE 7<sup>th</sup> Avenue would provide for the northbound general traffic function to replace SE Grand Avenue.

The Two-Way Grand Design Option would require extensive roadway improvements to SE 7<sup>th</sup> Avenue to carry northbound auto trips diverted from SE Grand Avenue. Transitions to and from SE Grand Avenue would be required at SE Stephens Street on the southern end and NE Couch Street on the northern end of the alignment. Additionally, roadway improvements would be needed to change NE Grand Avenue from one-way traffic operation to two-way traffic operation.

This design option would change both the function and classification of SE Grand Avenue and SE 7<sup>th</sup> Avenue. This would likely require an amendment to the City of Portland *Transportation System Plan* (TSP) and Metro's *Regional Transportation Plan* (RTP) street classification

designations. This design option would also likely result in traffic impacts, diversion of traffic into the adjacent neighborhoods, impacts to the Industrial Sanctuary, and private property impacts. During the next phase of study, if the Two-Way Grand design option were chosen as the preferred alternative, then further refinement of this design option would be needed. A full discussion of design considerations is included in Chapter 4 of the *Evaluation Report*.

**Financial Feasibility**

Assessing financial feasibility at the Alternatives Analysis phase of project development is a matter of comparing capital, operating and maintenance costs against proposed revenue sources. Funding sources generally solidify as a project moves through the project development process. In this section, proposed costs and revenues are presented and potential shortages and surpluses identified.

Capital cost estimates are provided in 2005 dollars and inflated to year of expenditure (YOE). The construction is assumed to be conducted from September 2007 to September 2009. Construction inflation has been assumed to be 5% per year through 2008. The cost estimates are based on a build-up of FTA cost categories and appropriate contingencies and are presented below.

**Table ES-1  
Capital Costs**

<b>Project Alternative</b>	<b>(\$2005 dollars)</b>	<b>(\$ YOE dollars)</b>
Oregon MOS	\$84,000,000	\$100,506,000
Morrison MOS (MLK-Grand)	\$105,000,000	\$125,632,000
Morrison MOS (Two Way Grand)	\$119,000,000	\$142,380,000
OMSI MOS (MLK-Grand)	\$142,000,000	\$169,905,000
OMSI (Two-Way Grand)	\$156,000,000	\$186,653,000
Full Loop	\$153,000,000	\$187,026,000
Full Loop (2-Way Grand)	\$167,000,000	\$203,774,000

*Source:* URS, Portland Streetcar Inc, April 2006

A preliminary inventory of funding sources indicate a potential of \$100-125 million available for total project costs, which would not be sufficient to fund the entire Full Loop at this time. The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase. Additional revenue would need to be identified if the entire project is to be constructed in one phase. Descriptions of proposed revenue sources are presented below.

- **Federal Small Starts** (60%): up to \$75,000,000.
- **Committed Federal funding** (HUD, MTIP): \$4,200,000.
- **Local Improvement District:** \$6,000,000 to \$10,000,000
- **Bridge Funds:** \$9,000,000
- **Portland Development Commission Funding:** \$25,000,000-\$35,000,000.
- **City of Portland Funding:** \$4,000,000

The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase.

Operations and maintenance costs are presented in Table ES-2 below. These costs refer to the difference between the alternatives and the No-Build and include connecting bus and streetcar costs.

**Table ES-2  
Operating and Maintenance Costs (\$ 2005)**

Project Alternative	Operating Cost
Full Loop	\$ 5,262,000
OMSI MOS	\$ 5,325,100
Morrison MOS	\$ 4,928,200
Oregon MOS	\$ 4,642,200

*Source:* TriMet 2006

Operating revenue commitments have not been made for the Eastside Transit Project. However, funding mechanisms are in place that could potentially generate enough operating revenue to expand the streetcar system. More work will be required between TriMet and the City of Portland to develop a mutually agreeable funding plan, and to identify potential additional funding sources if necessary.

### **Cost-Effectiveness**

Cost effectiveness provides a measure of how effectively the investment in capital, operating and maintenance funds that would be required for each alternative translates into ridership on the new streetcar line. The Full Loop is the most cost-effective alternative in terms of total annualized capital and operating cost per new streetcar rider, annualized federal cost per new streetcar rider and operating cost per streetcar rider. Cost-effectiveness decreases as the length of the project alternative decreases.

The Full Loop alternative, which has the highest cost, would also have the most riders, resulting in the lowest cost per streetcar rider of \$4.25. The remaining MOS alternatives, with fewer additional new streetcar miles, and therefore lower cost and ridership, show a cost per rider figure commensurate with the length of the new streetcar line; the OMSI MOS cost per rider is \$5.01, Morrison MOS is \$5.80, and the Oregon MOS is \$6.86.

The Full Loop alternative results in the lowest federal cost per streetcar rider at \$1.77 per rider. The remaining MOS alternative's, show an increasing federal cost per streetcar rider commensurate with the length and ridership of the new streetcar line. Specifically, the OMSI MOS federal cost per rider is \$2.03, Morrison MOS is \$2.17, and the Oregon MOS is \$2.39.

The Full Loop alternative would have the lowest operating cost per streetcar rider at \$1.30 per rider. The remaining MOS alternatives show increasing operating cost per rider as ridership declines with each successive shorter streetcar alternative.

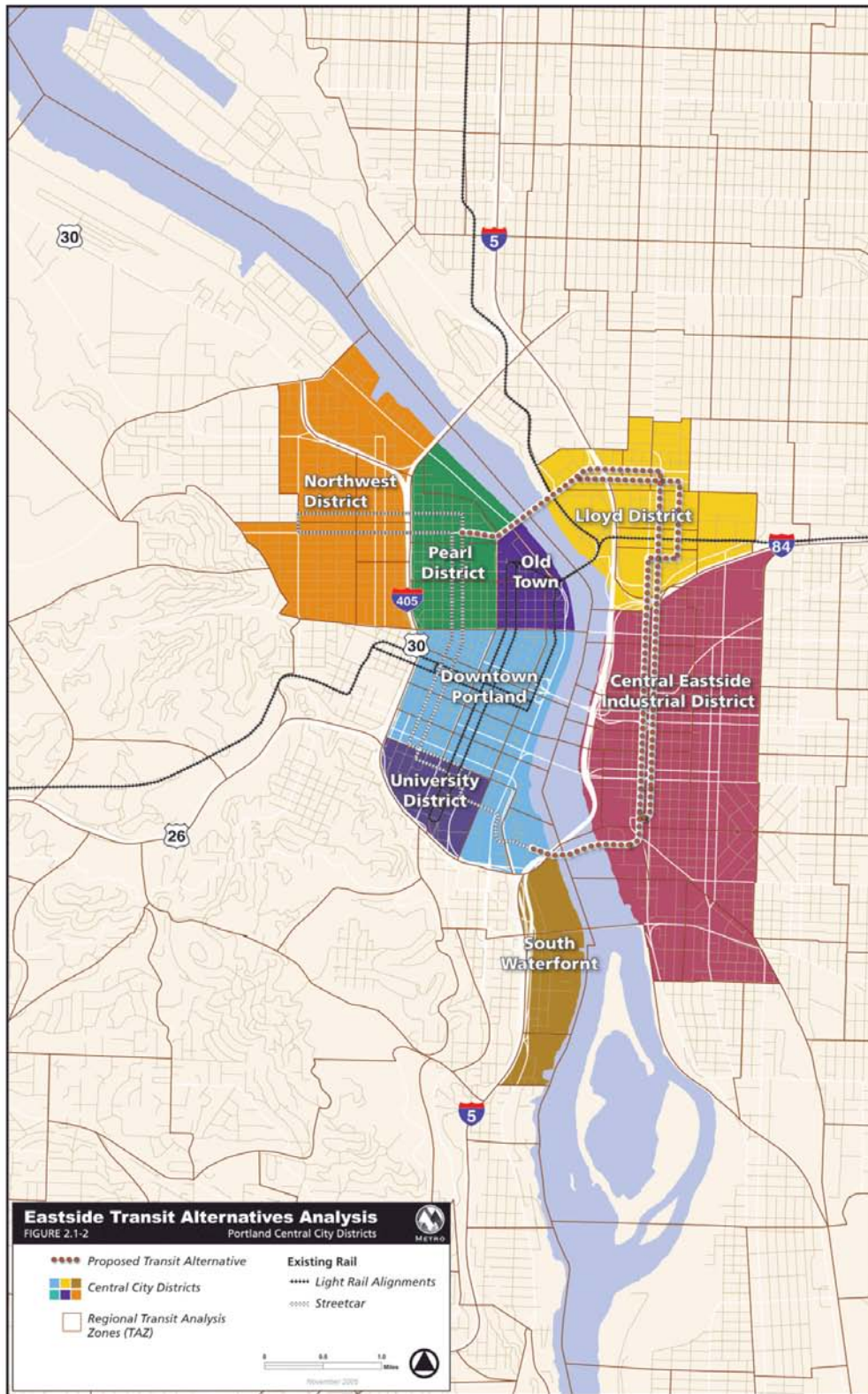
### **Project Decision Making**

The outcome of the Eastside Transit Alternatives Analysis will be the adoption of a locally preferred alternative. The LPA will specify the mode, alignment, and termini of the transit project and may also set forth a phasing strategy for the project if a minimum operable segment (MOS) is chosen.

Public involvement and comment has taken place since 2005 and will continue through the LPA process. The LPA recommendation will be generated by jurisdiction senior staff that serve on the Project Management Group (PMG). The citizen committee for the project, the Eastside Project Advisory Committee (EPAC) will also generate a recommendation. The Steering Committee,

which is composed of elected officials and executive staff of Metro, TriMet, the Oregon Department of Transportation (ODOT), the Cities of Portland and Lake Oswego, and Multnomah and Clackamas Counties will review the PMG and EPAC recommendations as well as public comment and will issue a LPA recommendation. The Portland City Council, Multnomah County Commission, TriMet Board and Portland Streetcar Board will make recommendations to the Metro Council either supporting or amending the Steering Committee Recommendation. The region's MPO body, the Joint Policy Advisory Committee on Transportation will make a LPA decision recommendation to the Metro Council. The Metro Council will then make the final LPA decision. It should be noted that the Steering Committee oversees both the Eastside Transit Alternatives Analysis and the Portland to Lake Oswego Transit and Trail Alternatives Analysis.

Figure S-1  
Central City Districts and Study Area



has been a catalyst for private development - much more than rubber-tired transit. For example, from 1997 to 2005, over \$2.28 billion has been invested within two blocks of the streetcar line, representing over 7,200 new residential units and 4.6 million square feet of additional commercial space. Further, over half (55 percent) of all new development within the City's core has been constructed within one block of the streetcar line. In comparison, prior to 1997, land located within one block of the streetcar alignment totaled 19 percent of all development. Central City districts, in addition to providing jobs and housing, also include cultural, entertainment, higher educational institutions and are important destinations. Many in the local business, civic, higher education and government sectors believe that a loop streetcar will tie together the Central City districts into a cohesive core and spark substantial additional growth in housing and jobs beyond the current forecast.

### **Description of Alternatives**

Alternatives include the No Build/Baseline alternative (referred to henceforth as the No-Build Alternative) and a streetcar alternative including a full loop, and minimum operable segments - Oregon Street, Morrison Street and Oregon Museum of Science and Industry (OMSI). In addition, a Two-Way Grand Avenue alignment is included as a design option to the MLK/Grand alignment. All alternatives are analyzed as they would be constructed and operated in 2025. For a detailed discussion of the definition of alternatives, please see Chapter 2 of this report.

The **No-Build** fulfills the role of a Small Starts baseline as it includes incremental service increases in the corridor and serves the same downtown circulation travel market as the Streetcar Alternative. The No-Build provides bus service between RiverPlace, OMSI (via the Hawthorne Bridge), the Central Eastside and Lloyd Districts, connecting to downtown via frequent light rail and bus service at the Rose Quarter Transit Center, as shown in Figure S-2.

The **Streetcar Alternative** consists of the “full loop” alignment, as shown in Figure S-3. The Streetcar Alternative would operate from RiverPlace to PSU to 10<sup>th</sup>/11<sup>th</sup> Avenues on the existing Portland Streetcar alignment. It would divert from the existing alignment to cross the Broadway Bridge at 10<sup>th</sup>/11<sup>th</sup> and NW Lovejoy. A new alignment would be constructed to connect to the Lloyd District on NE Broadway/Weidler and NE Grand/7<sup>th</sup> Avenues and would continue south into the Central Eastside via the MLK/Grand couplet and would cross back to RiverPlace via the proposed Milwaukie Light Rail bridge, also known as the Caruthers Bridge. The **Streetcar Alternative** is analyzed using the MLK/Grand couplet alignment. The **Two-way Grand Design Option** could also be used for the Central Eastside segment of the loop, and is presented as an alternative to the MLK/Grand couplet alignment.

The Streetcar Alternative includes three **Minimum Operable Segments**, shown in Figure S-4. Each MOS is a potential terminus for the first phase of streetcar construction. In order to maintain full loop connectivity for purposes of comparison, connecting bus service would link each MOS to OMSI and RiverPlace, connecting with the existing Portland Streetcar via the Hawthorne Bridge. Service concepts for the Streetcar Alternative and the MOSs are presented in Figures S-5 through S-8. The **Oregon MOS** would terminate in the Lloyd District at the Oregon Convention Center and would be compatible with either the MLK/Grand Couplet or the Two-way Grand Design Option. The **Morrison MOS** would terminate at SE Morrison Street and would be feasible with either the MLK/Grand couplet or the Two-way Grand Design Option. The **OMSI MOS** would terminate immediately south of OMSI. A flyover would be constructed over the Union Pacific railroad right of way, and would be feasible with either the MLK/Grand couplet or the Two-way Grand Design Option. Table S-1 summarizes the characteristics of each alternative.



Figure S-2  
No-Build Transit Network

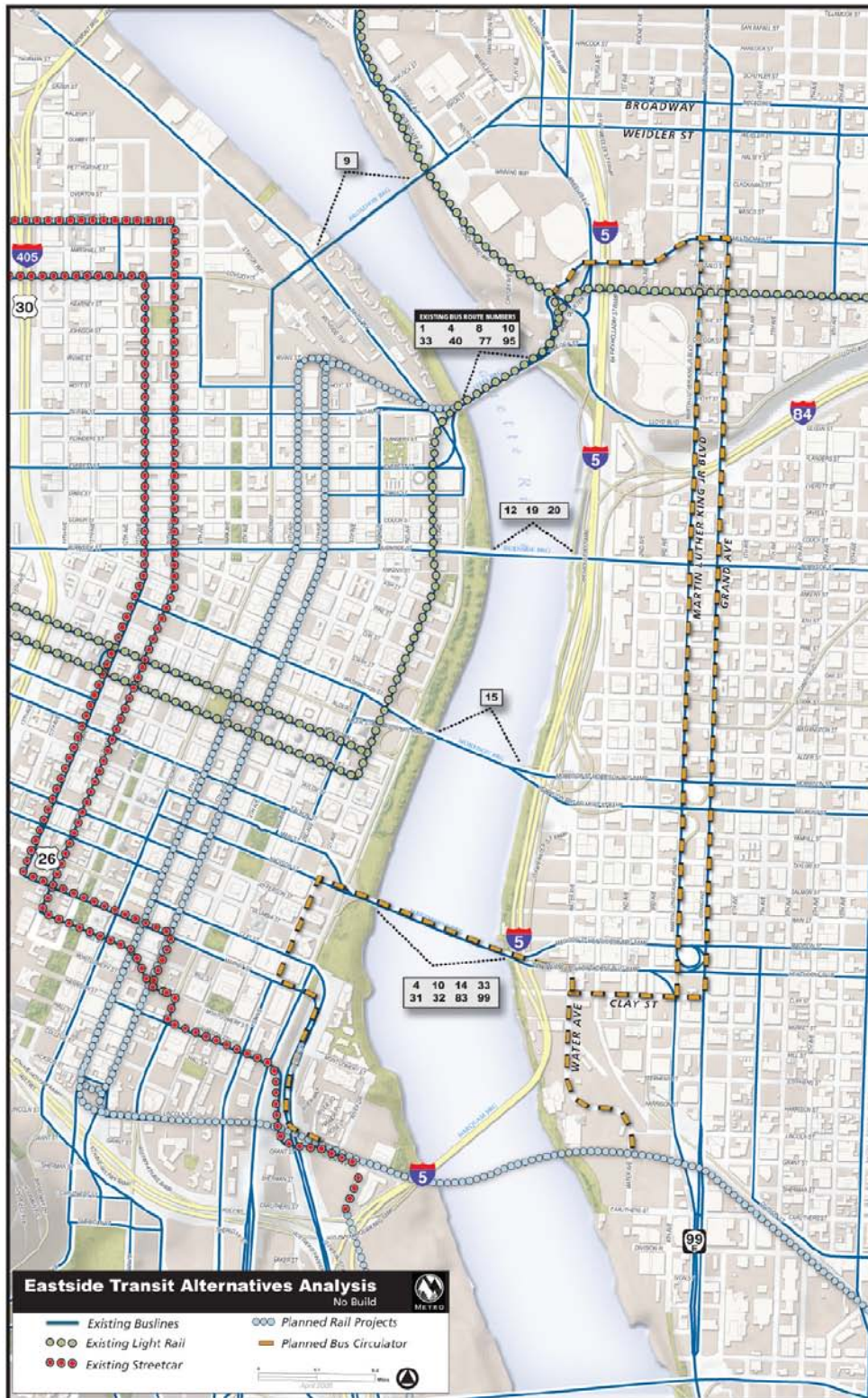


Figure S-3  
 Streetcar Alternative “Full Loop”



Figure S-4  
Streetcar Alternative and MOS

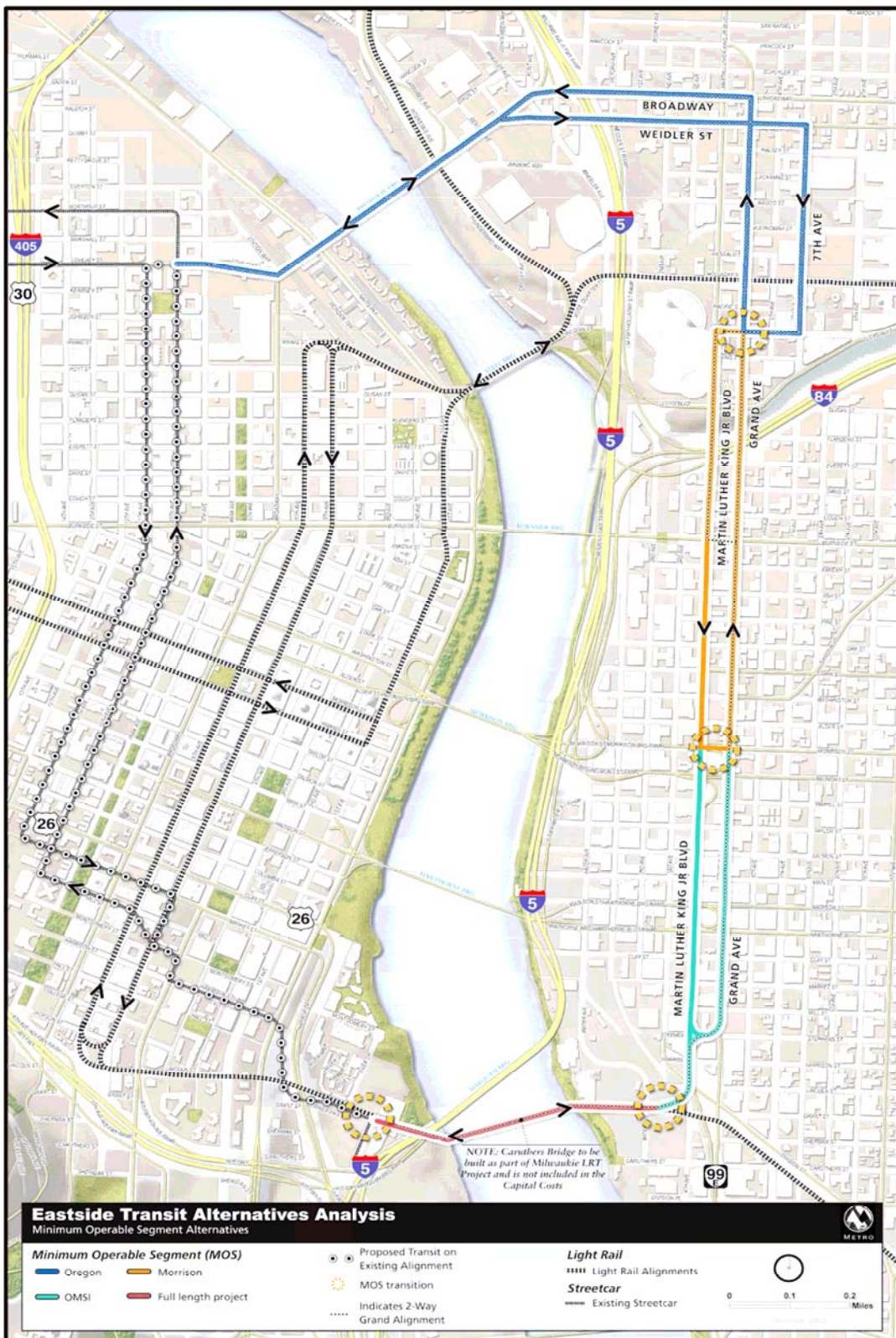


Figure S-5  
Streetcar Alternative Service Concept



Figure S-6  
OMSI MOS Service Concept



Figure S-7  
Morrison MOS Service Concept

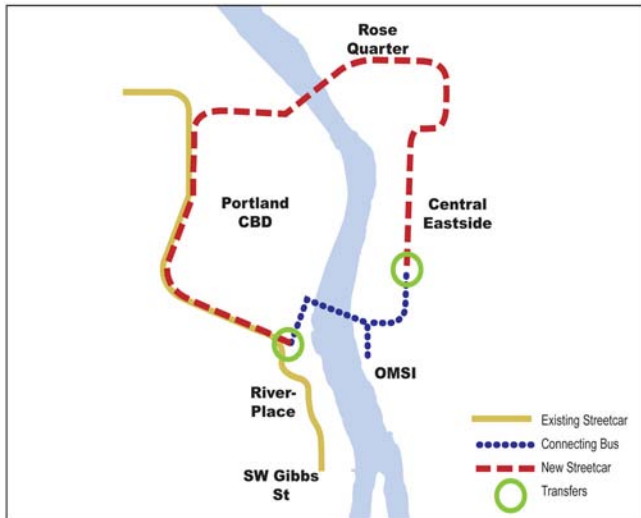
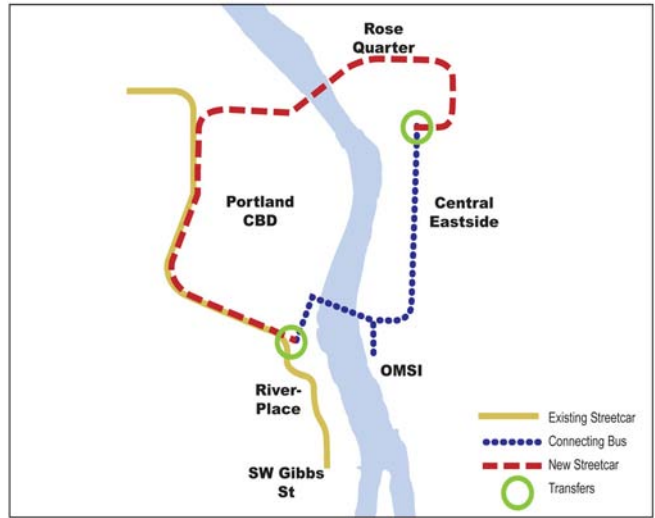


Figure S-8  
Oregon MOS Service Concept



**Table S-1  
Summary of Transit Characteristics by Alignment**

	<b>No-Build Bus (Line 83)</b>	<b>Full Loop</b>	<b>OMSI MOS</b>	<b>Morrison MOS</b>	<b>Oregon MOS</b>
<b>Streetcar Length (in miles)</b>					
Total One-Way Length <sup>1</sup>		6.0	5.7	4.8	4.0
Existing/Shared Streetcar Length	2.4	2.4	2.4	2.4	2.4
New Streetcar Length	NA	3.6	3.3	2.4	1.6
Bus Connector Length <sup>2</sup>	3.5	NA	1.4	2.3	3.2
<b>Headways (in minutes)</b>					
Shared Streetcar Headways	10-min peak/15-min off peak	5-min peak/7.5 min off-peak	5-min peak/7.5 min off-peak	5-min peak/7.5 min off-peak	5-min peak/7.5 min off-peak
New Streetcar Headways	NA	10-min peak/15-min off-peak	10-min peak/15-min off-peak	10-min peak/15-min off-peak	10-min peak/15-min off-peak
Peak Bus Connector Headways	10-min peak/15-min off-peak	10-min peak/15-min off-peak	10-min peak/15-min off-peak	10-min peak/15-min off-peak	10-min peak/15-min off-peak
<b>Peak Streetcar Vehicle Requirements<sup>3</sup></b>	NA	12	10	7	6
<b>Bus Connector Transfer Locations</b>	NA	NA	At OMSI and RiverPlace	At SE Morrison St and RiverPlace	At NE Oregon St and RiverPlace
<b>Compatible with the Two-Way Grand Design Option</b>	NA	Yes	Yes	Yes	NA <sup>4</sup>

<sup>1</sup> Estimated one-way length

<sup>2</sup> With the Minimum Operable Segments (MOS), transfer to a bus is required to complete the loop.

<sup>3</sup> This includes the total number of vehicles needed to provide the streetcar service to the Central Eastside as well as additional spare vehicles for maintenance, emergencies, and breakdowns.

<sup>4</sup> The Two-Way Grand Avenue Design Option has been designed so that it could be applied to any of the MOSs with the exception of the Oregon MOS which doesn't extend to the Central Eastside, but does not preclude either two-way Grand Avenue design option or the MLK/Grand couplet alignment extension to the Central Eastside.

## Evaluation of Alternatives

The alternatives were evaluated based on how well they performed relative to the project's evaluation measures. The measures and the results of the analysis are summarized below. Detailed discussion of these analyses and results can be found in Chapter 3.

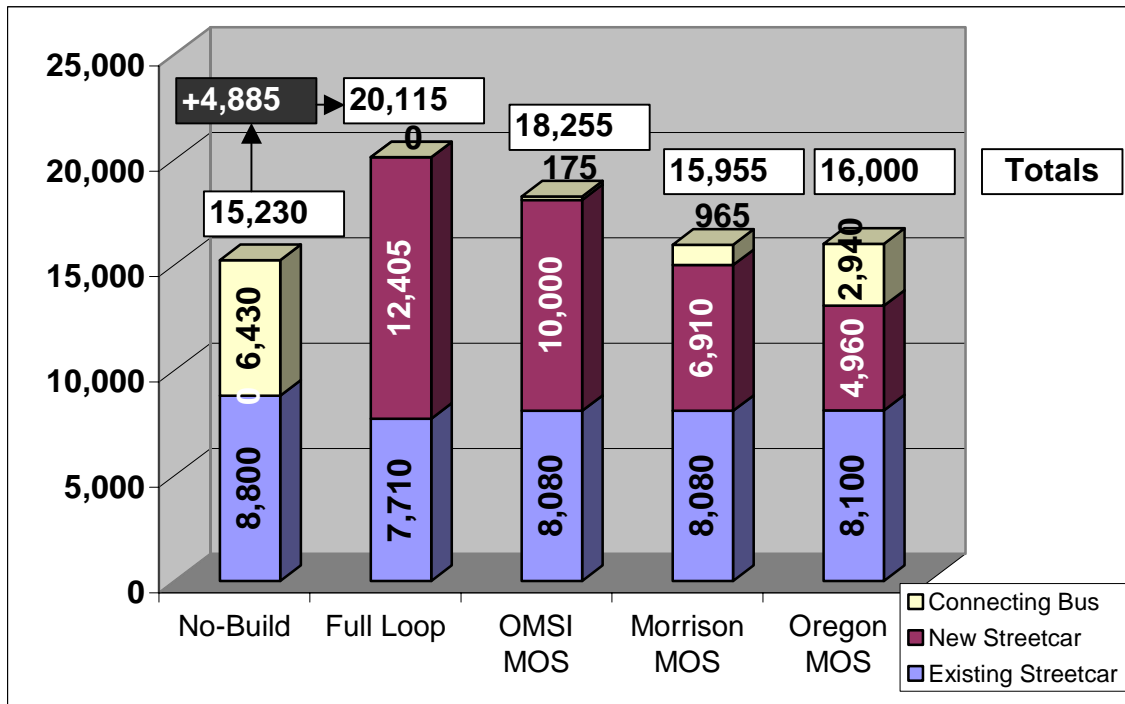
The transportation analysis of the alternatives was done using Metro's travel demand forecasting models. Model results are based on the MLK/Grand couplet alignment through the Central Eastside. Given the constraints of a regional model, travel demand forecasts were not prepared for the Two-way Grand Design Option. Travel times would be similar to the MLK/Grand couplet and the zonal detail, even in downtown and on the eastside, is not fine enough to discern differences between the two alignments. However, traffic assignments were prepared for use in the traffic analysis.

<b>Measure:</b>	<b>Improve Central City Transit Ridership</b>
<b>Result:</b>	<i>Each alternative results in an increase in Streetcar and total transit ridership compared to the 2025 No-Build Alternative, with the Full Loop resulting in the largest increase.</i>

Each alternative was analyzed with the same underlying transit network. There are no significant differences among the alternatives with regards to which portions of the corridor have walk accessibility to the transit system. Each 2025 alternative has the same transit coverage in terms of households (33,700) and employment (275,000), creating a "level playing field" for the analysis.

Each alternative results in an increase in Streetcar and total transit ridership compared to the 2025 No-Build Alternative. As shown in Figure S-9, all of alternatives result in an increase in bus and streetcar ridership on the key routes in the corridor. Existing streetcar totals refer to ridership on the existing streetcar line between RiverPlace and NW Portland. New streetcar ridership refers to the second line that would operate as the full loop, or which would connect RiverPlace to any of the three MOSs. The bus ridership totals refer to the connecting bus service that would complete the loop for each of the MOSs. The shorter MOS's, Oregon and Morrison, show a slight increase over the No-Build of approximately 700 riders each. The OMSI MOS shows an overall increase of approximately 3,000 bus and streetcar trips and the Full Loop alternative shows the highest increase at 4,885 trips.

Figure S-9  
Streetcar and Bus Ridership Average Weekday – Year 2025



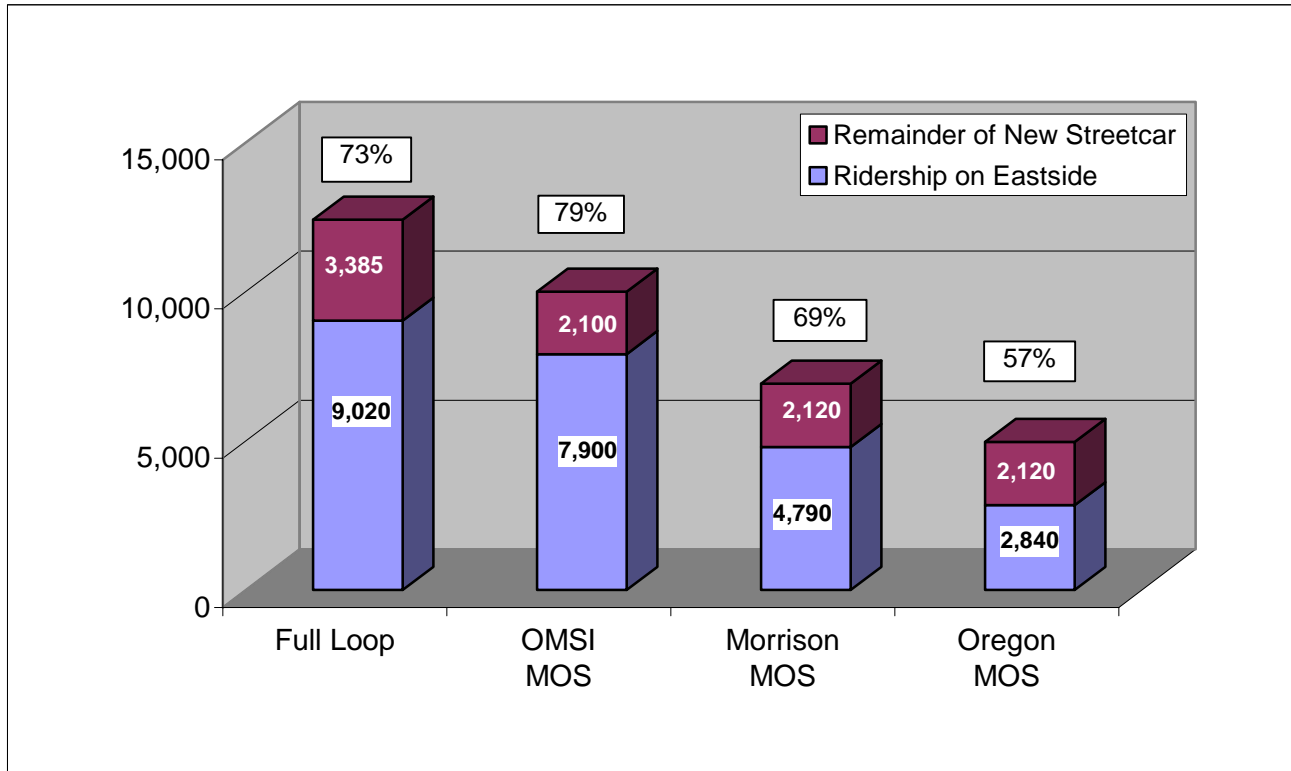
Source: Metro, 2006

**Measure:** Improve Eastside transit ridership

**Results:** All of the build alternatives have over 50 percent of their ridership and at least some portion of the trip occurring in the Central Eastside.

Another measure of comparison for alternatives is to assess new ridership within the Eastside. Figure \_\_ below, shows the percentage of ridership on the new streetcar line where some portion of the trip occurs in the Central Eastside (See Figure S-10 for district map). All of the build alternatives have over 50 percent of their ridership and at least some portion of the trip occurring in the Central Eastside. The OMSI MOS and Full Loop alternatives would exhibit the highest percentage of streetcar ridership on the eastside at approximately 75 percent, in part because in both of these alternatives streetcar traverses the entire eastside.

**Figure S-10**  
**Percentage of New Streetcar Ridership with Some Portion of Trip in the Central Eastside -**  
**Average Weekday, Year 2025**



Source: Metro 2006

**Measure:** Improve north/south transit connectivity and capacity through the Central Eastside.

**Result:** Compared to the No-Build alternative, the Full Loop and OMSI MOS alternatives would improve transit connectivity through the Central Eastside by providing a limited stop, one-seat ride through the eastside. Streetcar alternatives would provide greater transit capacity and would result in more riders per mile of operation.

This measure focuses on how well each alternative improves transit connectivity and capacity through the Central Eastside. As compared to the No-Build alternative, the Full Loop and OMSI MOS alternatives would improve transit connectivity through the Central Eastside by providing a limited stop, one-seat ride through the eastside. The Morrison MOS and Oregon MOS alternatives perform comparable to the No-Build because, for a majority of trips, a transfer would be required to travel through the Central Eastside.

The streetcar alternatives, because of the greater carrying capacity of the vehicle, would provide more carrying capacity through the Central Eastside at equivalent headways compared to bus transit.

Another example of improved transit circulation and connectivity is an increase in the number of streetcar riders per mile of operation. The Full Loop would result in 2,068 riders per mile,



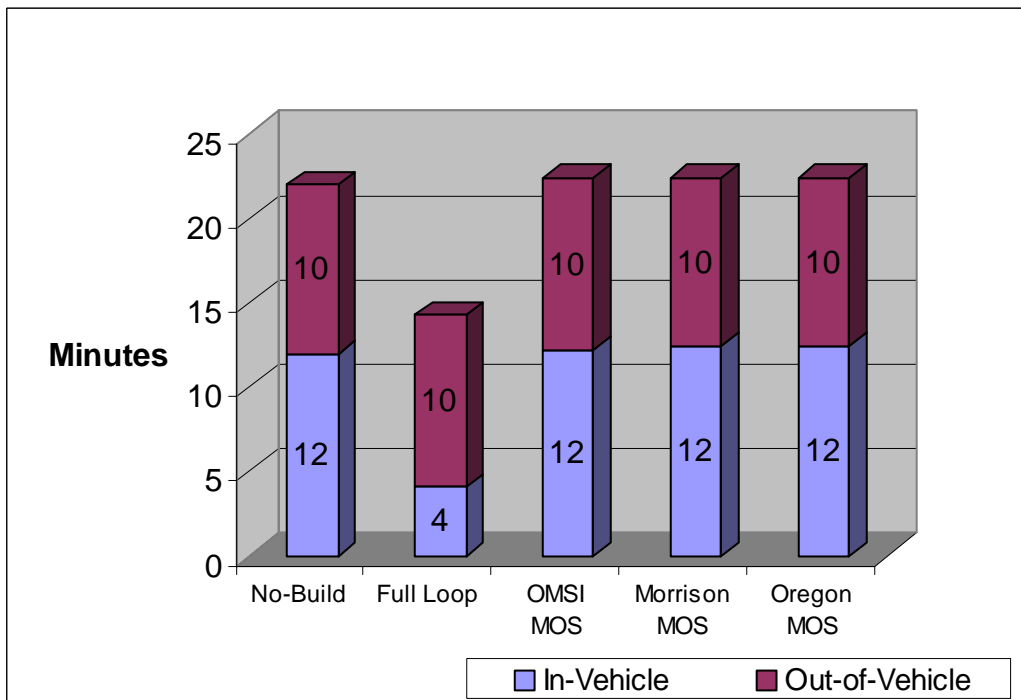
followed by the OMSI MOS at 1,754, the Morrison MOS at 1,440 and the Oregon MOS at 1,240 riders per mile. The increase in riders per mile indicates that more trips are possible when the streetcar is extended to connect to more destinations.

**Measure:** Serve as a “cross-town” transit line that complements the eastside transit grid.

**Results:** *The introduction of Streetcar service on the eastside would further complement the eastside grid system by dispersing trips across an array of destinations. The Full Loop alternative would have the best overall improvement in total transit travel times to/from and within the corridor compared to the No-Build alternative.*

The Full Loop alternative would have the best overall improvement in total transit travel times to/from and within the corridor compared to the No-Build alternative. The MOS alternatives would have somewhat less improvement, in part because of required transfers along the central eastside for some origin and destination pairs. Figure S-11 shows the advantage of the Caruthers Bridge alignment to make the connection between OMSI and RiverPlace.

**Figure S-11**  
**Total Transit Travel Time between OMSI and RiverPlace PM Peak, Year 2025**



Source: Metro 2006

**Measure:** Improve Central City transit circulation

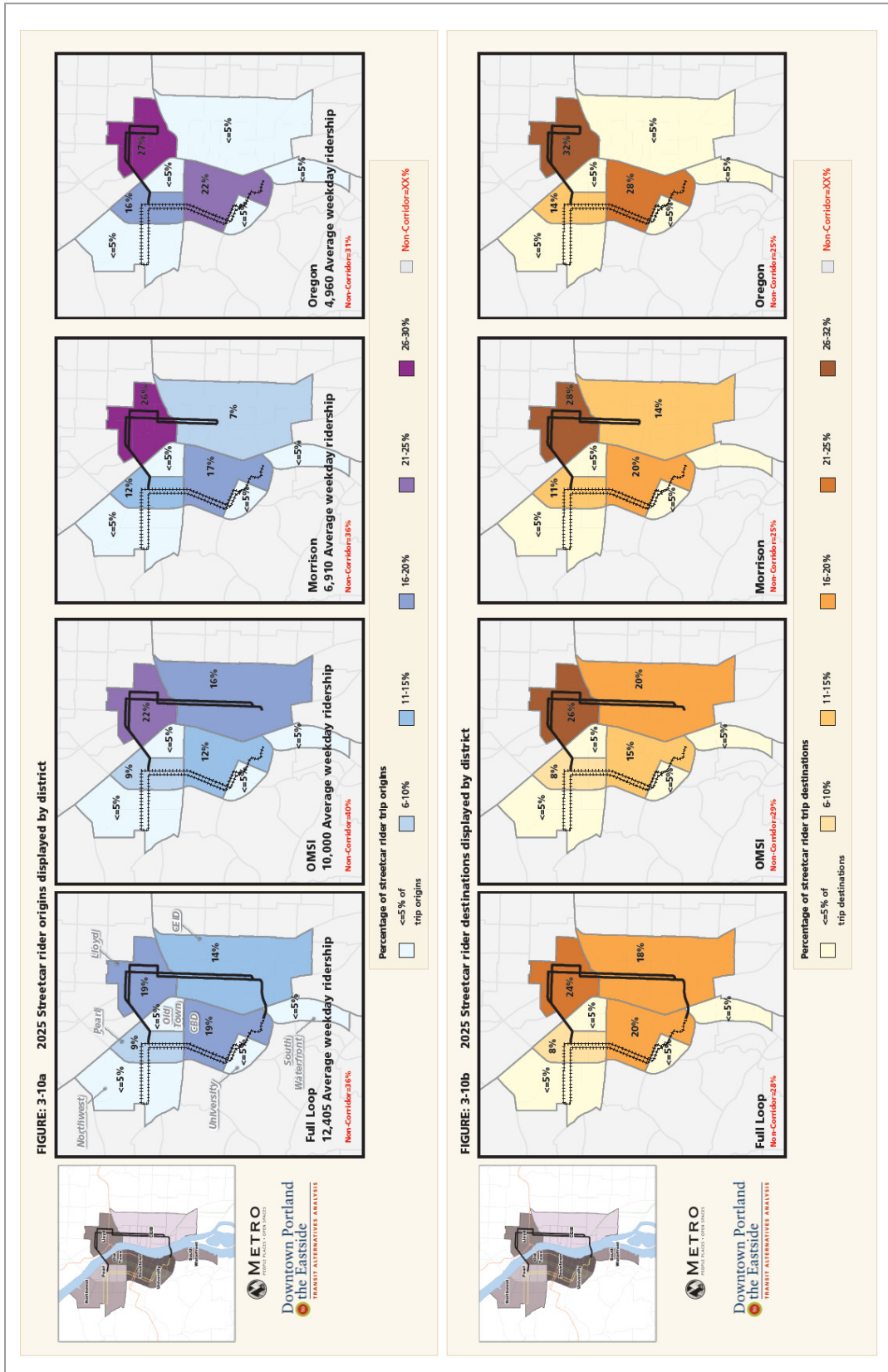
**Result:** *The full loop Streetcar Alternative, and to a lesser degree the MOSs, meet the project's goal of creating a Central City circulator transit project that distributes trips throughout the districts it serves.*

A key measure of the success of the proposed alternatives is whether they improve transit circulation within the Central City by connecting destinations such as Portland's Central Business District (CBD), RiverPlace, the Central Eastside, the Lloyd, University, and Pearl Districts, and to non-corridor locations. Analysis shows that all alternatives meet the project's goal of creating a Central City circulator transit project that distributes trips throughout the districts it serves.

Figure S-12 displays an array of graphics that represent the distribution (calculated as a percentage) of new streetcar trip origins and destinations by district for each alternative. The Full Loop alternative has a more balanced distribution pattern of origins and destinations across the study area districts. Although each district is generating a slightly lower percentage of origins and destinations, as compared to the MOS alternatives, the Full Loop alternative is serving more districts. Specifically, downtown Portland, the Lloyd, Central Eastside, and Pearl Districts show up as major origin and destinations in the Full Loop alternative, indicating a relatively equal distributions of trips in the study area. In contrast, the Oregon MOS alternative, which provides streetcar only as far as the Lloyd District, has the opposite pattern of origins and destinations. The spatial pattern reflects a more concentrated distribution of origins and destinations, with a slightly higher percentage of origins

Non-corridor districts, or districts outside the study area, account for a large percentage of both origins and destinations in all of the alternatives, showing that the streetcar would integrate with a variety of transit trips and perform as an element of the total transit system to provide central city circulation. Approximately 1/3 of the non-corridor origins and destinations involve a district (SE Portland) just outside and adjacent to the corridor. In fact, over 2/3 of the non-corridor origins and destinations involve Multnomah County.

Figure S-12  
2025 Streetcar Rider Origins and Destinations by District



Source: Metro 2006

**Measure:** Serve important visitor destinations including Downtown, Rose Garden, Coliseum, Oregon Convention Center, Lloyd Mall and OMSI with a clearly identifiable fixed route transit service.

**Results:** *All of the build alternatives provide improved connections between visitor destinations.*

Linking visitor attractions and hotels with an easily identifiable fixed-route transit service would attract both local and out-of-state visitors increasing transit ridership, and increasing Portland's overall attractiveness. However, Metro's regional model does not currently account for such visitor trips. Consequently, a potentially substantial market is unaccounted for in the current analysis. To address the visitor market, a special-purpose non-resident model would need to be developed based on locally obtained survey data.

**Measure:** Appraisal of identifiability of transit alternatives.

**Results:** *The presence of streetcar stops, rails and catenary would make streetcar relatively more easily identifiable than standard fixed route bus service, which lacks permanent guideway improvements.*

The presence of streetcar stops, rails and catenary would make streetcar relatively more easily identifiable than standard fixed route bus service, which lacks permanent guideway improvements. The longer the MOS, the more identifiable an alternative was determined to be.

**Measure:** Reduce demand for parking.

**Results:** *All of the build alternatives would result in reduced parking demand compared to the No-Build, because more internal transit trips within the corridor are accommodated on transit.*

All of the build alternatives would result in reduced parking demand because more internal transit trips within the corridor are accommodated on transit, ranging from 700 to 300 more transit trips, as compared to the No-Build alternative.

#### Land Use and Development Policy and Results

The land use policy framework for the Eastside Transit Alternatives Analysis is focused on the Central City, and includes state, regional and local plans and policies. The evaluation of land use and development policies includes a determination of the project's consistency with plans and policies and also evaluates the effect that these plans and policies have had in creating a transit supportive environment in the Central City.

The state, regional and local levels of government work together to create the land use and policy framework for this project and the Central City. Regional and local plans must be prepared consistent with Oregon's Statewide Planning Goals. Both the *Central City Plan* and the *2040 Growth Concept*, as part of the *Regional Framework Plan*, have been acknowledged by the Oregon Land Conservation and Development Commission as consistent with the Statewide Planning Goals.

**Measure:** Consistency with state, regional and local land use plans and policies.

**Results:** *All of the alternatives would be consistent with state, local and regional land use plans and policies in effect in the Central City. The Full Loop would go the farthest toward implementing specific policies regarding a Central City transit circulator and fostering transit supportive development.*

The regional plan, the 2040 Growth Concept supports and encourages the growth and development of the Central City, including the Eastside, as "the largest market area, the region's employment and cultural hub." As shown in Table S-2, the Eastside Transit Project (bus or streetcar), by providing a transit circulator that helps connect the districts of the Central City, is consistent with the 2040 Growth Concept and the Central City Plan.

**Table S-2  
Land Use Plans and Policies Summary**

	Statewide Planning Goals	Region 2040 and Regional Framework Plan	Central City Plan and CCTMP*
<b>Transit Friendly Policies</b>	Yes	Yes	Yes
<b>Demonstrated Results</b>	Compact urban form	Transit ridership greater than population or VMT growth	Greater mode share in Central City with its use of mixes, density and available transit
<b>Project Consistent with Plans/Policies</b>			
<b>Bus</b>	Yes	Yes	Yes
<b>Streetcar</b>	Yes, but likely to foster more development	Yes, but likely to foster more development	Yes, but likely to foster more development

\*Central City Transportation Management Plan, City of Portland

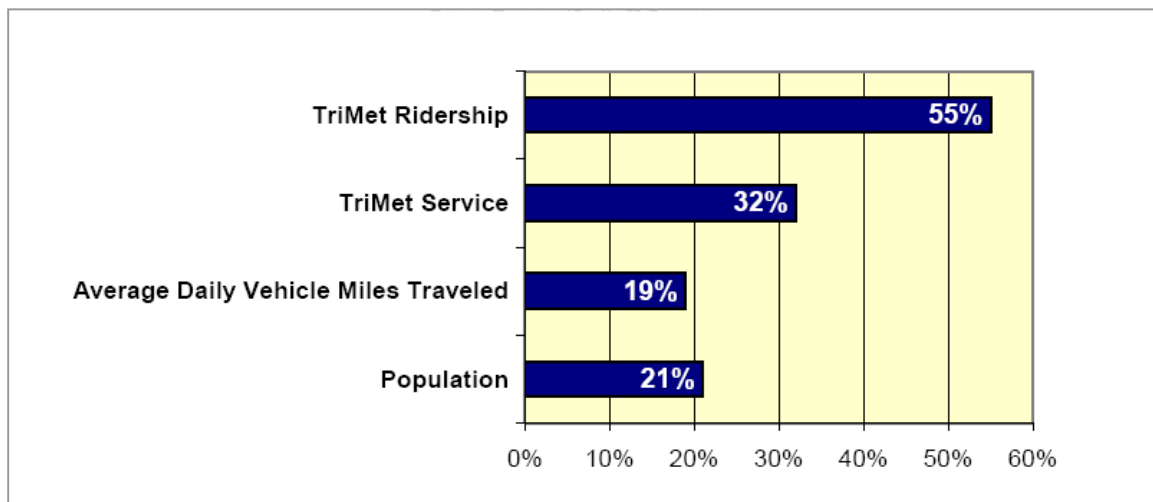
**Measure:** Land use plans and policies have demonstrated results that create a transit friendly environment for the project.

**Results:** *The region's compact urban form, land use mix, short average trip lengths and the presence of viable alternatives to the single occupant vehicle are directly attributable to the region's land use and transportation plans and policies. These have resulted in transit trips, including bus, streetcar and light rail, that have grown substantially more than vehicle miles traveled, a trend that is unusual compared to the rest of the country. Residents of the Central City, with it's high level of transit service and density and mix of uses, make fewer auto trips, own fewer cars, and use transit more than their counterparts in other parts of the region.*

Based on the Portland region's growth in transit ridership, relatively low rate of vehicle miles traveled per capita and despite only moderate density, it can be concluded that the Portland region has been successful in providing transit that is well used and providing urban form and land use conducive to transit use. The tools that have been used include longstanding land use plans and policies, which have many, if not most of the elements considered necessary for transit friendliness. Further, as the Central City, including the Eastside Corridor is planned for the most dense and intense land uses and activities in the region, with corresponding policies, regulations and incentives, the Eastside corridor is also concluded to be transit friendly. Land use plans and policies that apply to the region, the central city, and the Eastside have a good track record of transit friendliness. Either a bus or streetcar would benefit from and reinforce these transit friendly plans and policies.

Transit trips, including bus, streetcar and light rail, have grown substantially more than vehicle miles traveled in the region (see Figure S-13). This trend is largely attributable to the region's compact urban form, land use mix and form, short average trip lengths and the presence of viable alternatives to the single occupant vehicle.

**Figure S-13**  
**Comparison of Population, Vehicle Miles Traveled and Transit Service and Ridership 1993 - 2003**



Source: TriMet., 2006

Table S-3 below shows that a transit supportive land use pattern and good levels of transit service result in higher transit mode split, fewer vehicle miles traveled per capita and reduced auto ownership when compared to areas of the region that lack such attributes. The Central City as a whole has the region's highest levels of transit service, and greatest residential and employment densities due to the implementation of state, regional, and local land use policies. These policies and their resulting development pattern result in auto trips "not taken" by residents of the Central City compared to other parts of the region.

**Table S-3  
Transportation Mode Share by Transit and Land Use Characteristics**

Land Use Type	Mode Share					Vehicle Miles per capita	Auto ownership per household
	% Auto	% Walk	% Transit	% Bike	% Other		
Good Transit/Mixed Use	58.1%	27.0%	11.5%	1.9%	1.5%	9.80	0.93
Good Transit Only	74.4%	15.2%	7.9%	1.4%	1.1%	13.28	1.50
Remainder of Multnomah County	81.5%	9.7%	3.5%	1.6%	3.7%	17.34	1.74
Remainder of Region	87.3%	6.1%	1.2%	0.8%	4.6%	21.79	1.93

*Source: Metro 1994 Travel Survey*

Looking at the Portland region and comparing its density and vehicle miles per capita, we find that in a comparison with metropolitan areas from throughout the country, the Portland region has medium density, but much lower daily vehicle miles traveled per capita. In fact, the Portland region has comparable daily vehicle miles traveled per capita to such transit intensive cities as San Francisco and Chicago. Further, when looking at the Portland region's transit mode share, it meets or exceeds that of many much larger cities. In addition, Portland has been ranked as one of the five best cities for walking - which again reinforces the notion that a pedestrian and transit friendly environment has been established relative to other parts of the country.

**Economic Development Policy and Results**

The existing Portland Streetcar line demonstrates the impact of transit on development. This can be illustrated by the response of the private sector development community to announced plans to build a streetcar line in downtown Portland. In 1997, the City of Portland gave final approval to Portland Streetcar Inc., to proceed with construction and operation of streetcar service in downtown Portland. July 2001, streetcar operation commenced.

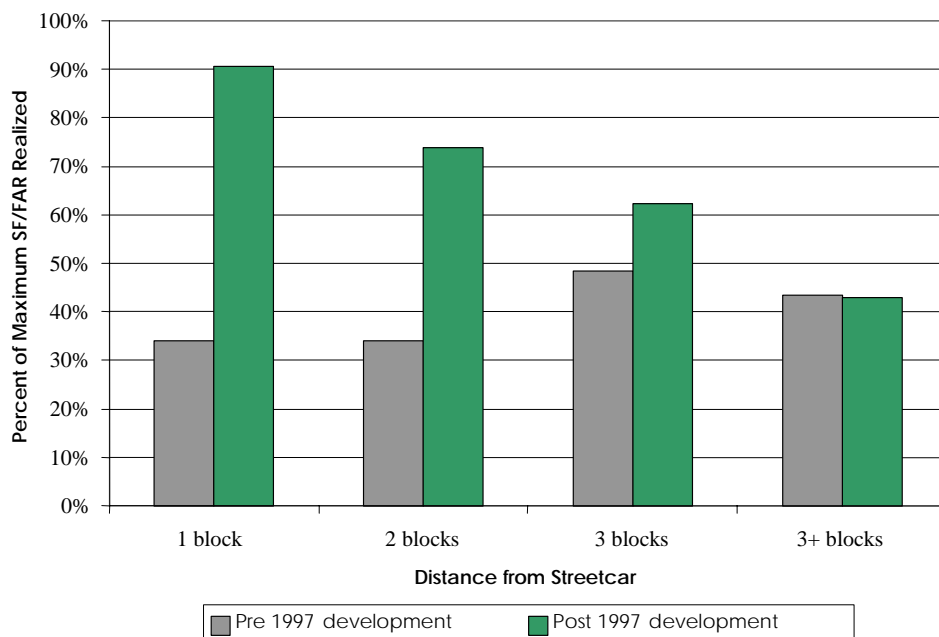
**Measure:** Economic development policies and the private sector support the proposed transit investment.

**Results:** *Based on the experience of the Portland Streetcar, the private sector is willing to develop at a higher density along a streetcar line as evidenced by signed developer agreements to build to higher floor area ratios contingent on the presence of the streetcar. After 1997, those areas within one block of the streetcar experienced much greater development than areas two, three or more blocks from the alignment.*

A significant part of the economic development framework of the initial Portland Streetcar segments involved development agreements. These agreements were contracts between the public and private sector stipulating that if the public sector provided certain investments, particularly streetcar construction and operation, the private sector would agree to higher development densities and intensity. In addition, a local improvement district was formed to contribute to the construction of the streetcar.

In a study by E. D. Hovee Inc, it was found that the development occurring after 1997 in close proximity to the streetcar line was at a higher density than prior to 1997. Actual floor area ratio (FAR) built since 1997 was compared with potential FAR (one measure of the maximum allowed density or intensity of development). Hovee found that those areas within one block of the streetcar experienced much greater development than areas two, three and three and more blocks from the streetcar. Specifically, since the commitment to streetcar service was made, lands within one block of the streetcar were built to within 90 percent of allowed density (FAR), while lands within two blocks only built to a little over 70 percent and areas three blocks distant built to a little over 60 percent of allowed density, as shown in Figure S-14.

**Figure S-14**  
**Development Potential Achieved - Block by Block**  
**(Before 1997 Streetcar Decision and 1997-2004)**

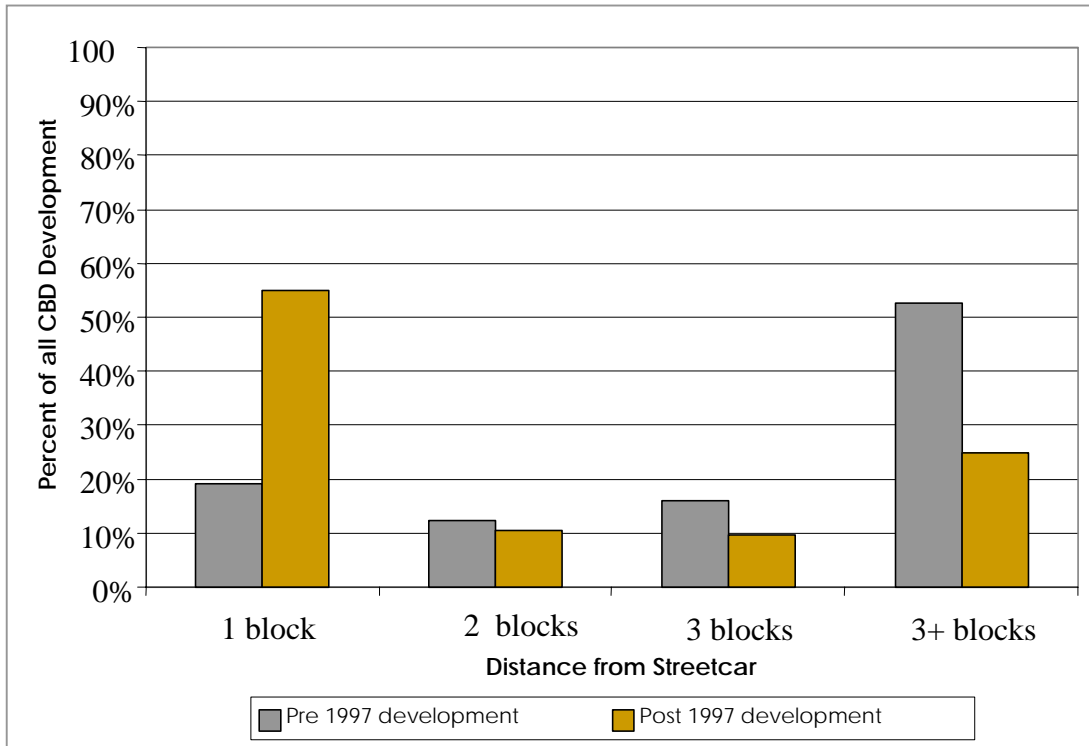


Source: Portland Streetcar Development Impacts, F. D. Hovee, 2005



Streetcar influence is also demonstrated when the amount of development within one block of the streetcar as a percent of total central business district (CBD) development is compared with the percent of total CBD development in blocks two, three and more distant, as shown in Figure S-15 below.

**Figure S-15**  
**Development Potential Achieved**  
Percent of All Central Business District Development  
(Before 1997 Streetcar Decision and 1997-2004)



Source: Portland Streetcar Development Impacts, E.D. Hovee, 2005

In addition to the economic policies and plans in place in the Central City that have resulted in today's healthy economy, it is important to look to the future to assess what trends will be shaping the Central City and the districts served by the Eastside project. A recent study has shown that the Portland region has experienced growth in the 25 to 34 year-old population in excess of the region's overall population growth trend. Further, the type of 25 to 34 year-old moving to the Portland region tends to be those that are college educated. In addition, the locations that this 25 to 34 year-old population tends to locate is closer to the Portland central business district (defined as within three miles of the city center.) This study argues that successful economic development must address the 25 to 34 college educated population and that this population is attracted to close-in neighborhoods. It further demonstrates that close-in neighborhoods in Portland have been successful in attracting this population compared with most other cities in the US. Based on this assessment, Portland is well positioned to attract this key demographic to the Central City in the future.

**Measure:** Economic development potential in the Lloyd District and Central Eastside

**Results:** *Based on the experience of the Portland Streetcar and application of that experience to the Eastside project through analysis of existing zoning, floor area ratios, redevelopment potential and other factors, substantially more housing and mixed use development could occur on the eastside with the Full Loop Streetcar or MOSs than with the No-Build, commensurate with the length of the project.*

The demonstrated response of the development community to the streetcar in Downtown and the Pearl District can be used to draw some conclusions regarding the Eastside project. E.D. Hovee developed projections for development that could occur in the Lloyd District and Central Eastside if a streetcar project were built. The percent of maximum floor area ratio (FAR) was used to assess what might occur on the Eastside. Given the existing zoning, an additional 3,432 housing units could be expected between 2005 and 2025 if a the OMSI MOS or Full Loop projects were built. The shorter MOSs would result in fewer additional housing units.

Employment is more difficult to project using this method and there were no significant differences found in the existing projections from the maximum FAR method. It should be noted that in discussions with the City of Portland Planning Bureau, it appears as though some adjustments to the 2025 South Corridor projections of housing should occur. However, the basic point of strong streetcar influence will still be shown and further work to revise and adjust this comparison will be completed soon.

There is a great deal of information that has been presented about transit and its value to economic development as well as the economic development climate in the Eastside. It can be concluded that when comparing the economic development benefits of bus service (No-Build) with a streetcar, that:

- The Eastside has relatively high value land, though it also has a significant amount of undervalued properties with buildings not reflecting the underlying land value;
- The Eastside has proposed numerous economic development projects which would benefit from transit and especially a streetcar because of the streetcars' demonstrated higher attraction of riders and greater passenger capacity.
- A streetcar is likely to spark substantially more economic development - perhaps on the order of 4 times, or 3,400 more housing units than a bus (No-Build).
- This larger public investment in a streetcar would likely result in greater private investments in the Eastside than would occur with the provision of bus service.
- The larger private investment in development in the Eastside consistent with a streetcar would likely result in a larger tax base than would result with the provision of bus service.

### **2009 and 2025 PM Peak Hour Traffic and Streetcar Operations**

The traffic analysis used the Financially Constrained 2025 RTP network for future demand and to determine future traffic volumes for the 2009 and 2025 PM peak hour traffic analysis. The traffic analysis focused on the traffic conditions and how they would affect streetcar operations, and how streetcar operations would impact traffic.

For the purpose of this analysis, the OMSI MOS streetcar alignment was chosen as a representative alignment to assess traffic impacts for the streetcar alternative. The Full Loop and OMSI MOS traffic impacts would be identical, as no additional mixed traffic operations would be required to complete the loop over the Caruthers Bridge. The analysis evaluated streetcar operations through the Lloyd District and the Central Eastside districts.

The proposed Eastside Streetcar route would operate in mixed traffic on existing streets within the corridor. During the PM Peak periods traffic congestion is relatively heavy along this corridor, which would in turn impact streetcar operations. The Streetcar operations are dependent on the following conditions:

- General traffic flow of the roadway system the streetcar is operating in, and
- Key locations where the streetcar requires signalization changes or other exclusive provisions to integrate with the general traffic flow.

Future 2009 (opening year) and 2025 PM peak hour traffic analyses were conducted at 51 intersections along the SE MLK Jr. Boulevard/SE Grand Avenue couplet and the NE Broadway/NE Weidler couplet. For the year 2009 PM peak hour traffic operations, four intersections along the proposed route are anticipated to operate at an intersection level of service (LOS) E to F, and/or a volume to capacity Ratio (V/C) greater than 1.00. For the year 2025 PM peak hour traffic operations, 17 intersections along the proposed route are anticipated to operate at a LOS E to F, and/or a V/C greater than 1.00.

Future PM peak hour traffic conditions may have some impact on streetcar operations due to congestion along this corridor. Six of the intersections would be impacted by Streetcar operations, where general traffic is stopped for the streetcar to turn into mixed traffic through either a new traffic signal or the addition of a new phase to the existing traffic signal. These changes would not significantly alter the existing signal timing and progression of traffic along these roadways.

The streetcar operations would impact the following intersections:

- |  |   |
|--|---|
| ▪ NW 11 <sup>th</sup> Avenue/NW Lovejoy Street | ▪ NE Grand Avenue/NE Broadway Street      |
| ▪ NW Lovejoy Street/NW Broadway Bridge         | ▪ SE MLK Jr. Boulevard/SE Harrison Street |
| ▪ NE Weidler Street/NE 7 <sup>th</sup> Avenue  | ▪ SE Grand Avenue/SE Harrison Street      |

### Changes to the Transportation Network for the Proposed Streetcar Alignment

As part of the proposed Streetcar alignment, several signal and roadway changes are proposed to successfully integrate Streetcar into mixed traffic. Changes would include special signal phases, queue jumps, roadway widening, and striping and lane changes. These changes were incorporated into the traffic analysis for Streetcar to OMSI and are summarized in this section. Any of the MOS Alternatives would have the same improvements up to the respective terminus locations.

Table S-4 summarizes the changes to the transportation system for the proposed Streetcar alignment.

**Table S-4  
Summary of Proposed Signal and Roadway Improvements**

Location	Traffic Signal Improvements			Roadway Improvements	
	Transit Phase	Queue Jump	New Signal <sup>1</sup>	New Striping	Widen/New Roadway
NW 11 <sup>th</sup> Avenue at NW Lovejoy Street	X		X		
NW Lovejoy Street at the NW Broadway Bridge	X				
NW Lovejoy Street at the NW Broadway Bridge	X				
NE Broadway Street				X	X
NE Broadway Street at N Williams Street			X		
NE Weidler Street					X
NE Weidler Street at N Williams Street			X		
NE Weidler Street at NE Wheeler Street			X <sup>2</sup>		
NE Broadway Street at NE 2 <sup>nd</sup> Avenue			X <sup>2</sup>		
NE Weidler Street at NE 2 <sup>nd</sup> Avenue			X <sup>2</sup>		
NE Weidler Street at NE 7 <sup>th</sup> Avenue	X				
NE 7 <sup>th</sup> Avenue and NE Halsey Street			X		
NE Grand Avenue and NE Broadway Street	X				
NE MLK Jr. Boulevard				X	
NE MLK Jr. Boulevard at NE Couch Street		X			
NE MLK Jr. Boulevard				X	
NE MLK Jr. Boulevard and NE Davis Street			X		
SE MLK Jr. Boulevard at SE Morrison Street			X <sup>2</sup>		
SE MLK Jr. Boulevard at SE Belmont Street			X <sup>2</sup>		
SE MLK Jr. Boulevard at SE Pine Street			X <sup>2</sup>		
SE Grand Avenue at SE Pine Street			X <sup>2</sup>		
SE MLK Jr. Boulevard under the Hawthorne overpass			X <sup>2</sup>		
SE MLK Jr. Boulevard and SE Clay Street		X			
SE MLK Jr. Boulevard and Streetcar flyover			X		
New Streetcar Flyover					X
SE MLK Jr. Boulevard and SE Harrison Street	X		X		
SE Grand Avenue and SE Harrison Street	X		X		

Note: this table does not include physical modifications to existing traffic signals.

<sup>1</sup> Identifies locations where a traffic signal does not exist today or in the future. This does not include locations where there is a traffic signal but needs to be replaced due to modifications to operations.

<sup>2</sup> New Pedestrian Traffic Signal

## **Design Considerations**

Further investigation into potential improvements to move the streetcar through the corridor faster and more reliably as well as ways to improve the pedestrian environment should be conducted during the next phase of this study. Based on community support, engineering judgment, and the 2009 and 2025 traffic analysis, the following design considerations to study further during the next phase include, but are not limited to streetcar operations and pedestrian access, as described below.

### Streetcar Operations:

Heavy traffic volumes, queues and delays along the corridor could potentially impact the operations of the streetcar. Table S-5 identifies potential areas of concern or issues to be considered further.

### Pedestrian Access

The proposed streetcar includes various pedestrian improvements to make the pedestrian access to the streetcar stations safer and more comfortable. However, there are still other pedestrian improvements that could be implemented to improve the pedestrian environment in the corridor. Current plans in the corridor will help with the pedestrian environment and additional considerations could be made to improve on the pedestrian access and safety along the Broadway/Weidler and MLK Jr./Grand couplets. Some potential solutions to be considered include:

- Adding curb extensions to reduce the crossing distance across the wide arterial streets.
- Plant additional street trees.
- Consolidate or reduce the width of excessive driveways, to minimize the number of disruptions to the through zone of the sidewalk.
- Construct ADA-compliant curb ramps, especially where none currently exist.
- Improve the conditions of the sidewalk along MLK beneath the Morrison and Hawthorne bridges. Currently, the area behind the sidewalk is fenced off and used as storage, leaving a narrow space between the fence and the bridge structure. The sidewalk could potentially be widened by moving the fence four feet and adding lighting could improve the pedestrian environment.
- Consider installing additional traffic signals to allow for more pedestrian crossing opportunities and potentially slowing traffic down.
- Create a plan for improvements along SE MLK Jr. Boulevard and SE Grand Avenue that integrates streetscape, street design, transit access, and redevelopment opportunities.

**Table S-5  
Summary of the Design Considerations for Streetcar Operations**

<b>Location</b>	<b>Design Considerations to Study Further</b>
<b>Streetcar Operations</b>	
<b>Northwest Connection NW Lovejoy Street</b>	Improve the connection between the Broadway Bridge and Northwest Portland Identify the feasibility of re-striping NW Lovejoy Street as two eastbound lanes east of 10 <sup>th</sup> Avenue to improve streetcar operations
<b>NW Lovejoy Street Ramp and the Broadway Bridge</b>	Identify ways to improve the operations at this intersection, such as: <ul style="list-style-type: none"> <li>▪ Compare a Lead or Lag signal phase for the streetcar</li> <li>▪ Identify the cost and feasibility of operating the streetcar in the left lanes on the NW Lovejoy Ramp</li> <li>▪ Identify the feasibility of an alternative that would use NW Hoyt Street to NW Broadway Street to access the Broadway Bridge</li> </ul>
<b>NE Broadway/Weidler Streets Couplet</b>	Identify the feasibility of operating streetcar in the right lanes on NE Broadway Street and NE Weidler Street
<b>NE Broadway Street at N Williams Avenue</b>	Identify potential right of way impacts at NE Williams Street may occur by shifting lanes to add a left turn lane at N Vancouver Avenue to reduce traffic conflicts with the streetcar
<b>NE Broadway Street at N Vancouver Avenue</b>	Identify ways to reduce traffic conflicts with streetcar, such as: <ul style="list-style-type: none"> <li>▪ Shifting the four travel lanes on NE Broadway Street to the north to add a left turn lane to N Vancouver Avenue, as designed in this Alternatives Analysis</li> <li>▪ Shifting the existing lanes to the north to provide a left turn only lane from NE Broadway Street to N Vancouver Avenue and restripe the left/through lane to a left turn only lane. Streetcar would shift from the left lane to the third lane</li> </ul>
<b>NE Grand Avenue at NE Broadway Street</b>	Consider special detection and signal timing plans for the streetcar to clear out the westbound queues on NE Broadway east of NE MLK Jr. Boulevard to improve streetcar operations
<b>NE Grand Avenue between NE Multnomah/NE Holladay Street and NE Broadway Street</b>	Identify the feasibility of restriping the right lane to a right turn/streetcar only lane on NE Grand Avenue between NE Multnomah Street (or NE Holladay Street) and NE Weidler Street to improve streetcar operations
<b>NE Broadway Street at NE MLK Jr. Boulevard</b>	Identify ways to reduce traffic conflicts with streetcar, such as: <ul style="list-style-type: none"> <li>▪ Remove on-street parking on NE Broadway between NE Grand Avenue and NE MLK Jr. Boulevard to provide a new auto left turn lane, as designed in this Alternatives Analysis</li> <li>▪ Restripe the existing left/through lane to provide a left turn only lane on NE Broadway Street to NE MLK Jr. Boulevard and streetcar would operate in the second lane with through traffic on NE Broadway Street</li> </ul>
<b>NE 7<sup>th</sup> Avenue Transit Station Platforms</b>	Consider locating the streetcar station platforms near side/center of the street to reduce conflicts with bikes

**Table S-5  
Summary of the Design Considerations for Streetcar Operations (Continued)**

<b>Location</b>	<b>Design Considerations to Study Further</b>
<b>NE MLK Jr. Boulevard between NE Couch Street and NE Oregon Street</b>	Identify ways to improve streetcar speed and reliability due to increase in congestion, such as: <ul style="list-style-type: none"> <li>▪ Restripe to create a streetcar only lane between NE Lloyd Boulevard and NE Couch</li> <li>▪ Extend the streetcar only lane north of NE Lloyd Boulevard to NE Oregon Street adjacent to the Oregon Convention Center</li> <li>▪ Consider potential special timing plans for NE MLK Jr. Boulevard that extend the green time at NE Lloyd Boulevard to clear the queues from the intersection, and reduce the southbound green time at NE Oregon Street when traffic is queued on NE MLK Jr. Boulevard</li> </ul>
<b>NE Grand Avenue at NE Everett Street/I-84 eastbound on-ramp</b>	Consider constructing a right turn lane on NE Grand Avenue to the I-84 on-ramp to reduce the traffic conflict between the streetcar and access to I-84
<b>SE Grand Avenue at E Burnside Street</b>	Consider providing a right turn only lane on SE Grand Avenue to E Burnside Street to reduce the traffic conflict between the streetcar and right turns to E Burnside Street
<b>MLK Jr. Boulevard at E Burnside Street</b>	Consider providing one westbound lane on E Burnside and providing a right turn only lane on MLK Jr. Boulevard to E Burnside Street to allow two options for vehicles to turn for the Burnside Bridge and reduce congestion along MLK Jr. Boulevard
<b>SE MLK Jr. Boulevard at SE Clay and Hawthorne Streets</b>	Evaluate the traffic and streetcar operations of the pedestrian signal and queue jump at this location
<b>SE MLK Jr. Boulevard and SE Grand Avenue at SE Harrison Street</b>	Identify ways to improve the streetcar connection across SE MLK Jr. Boulevard and SE Grand Avenue to OMSI, such as: <ul style="list-style-type: none"> <li>▪ Add new traffic signals at SE Harrison Street and SE MLK Jr. Boulevard and SE Grand Avenue, as included in the design in this Alternatives Analysis</li> <li>▪ Due to lane configurations on SE MLK Jr. Boulevard at this location, consider other locations to cross SE MLK Jr. Boulevard such as using SE Division Street to SE Market Street</li> </ul>
<b>Streetcar Only Bridge/Connection at the NE Grand/MLK Viaduct</b>	Confirm the grades/alignment needed for the connection of the streetcar bridge over the railroad tracks to OMSI and coordinated with the ongoing SE MLK/Grand Viaduct Project
<b>MLK Jr. Boulevard/Grand Avenue Couplet</b>	Identify the feasibility of operating streetcar in the left lanes on NE Broadway Street and NE Weidler Street to reduce the cost and conflict with moving the existing water pipe
<b>Traffic Signals</b>	In addition to providing a separate phase, consider special traffic signal timing plans and detection to clear the traffic queues for streetcar operations

### **Two Way Grand Design Option**

The Two-Way Grand Design Option was developed as an alternative to the MLK Boulevard/Grand Avenue couplet to address transfer connection to radial bus lines and to improve the pedestrian environment. With the Two-way Grand Avenue alignment, Grand Avenue would be converted to a two-way street. Streetcar would operate in both directions in the travel lanes with traffic. The proposed streetcar alignment would remain the same north of E Burnside Street. Southbound streetcar would turn northbound on E Burnside and southbound on SE Grand Avenue. Both northbound and southbound streetcar would operate on SE Grand Avenue. SE 7<sup>th</sup> Avenue would provide for the northbound function to replace SE Grand Avenue.

This design option would require that the lane configuration and signals be modified. A southbound lane would be introduced to Grand Ave. The number of lanes northbound on Grand would be reduced. This would require re-routing vehicle traffic from the Grand Ave Viaduct to SE 7<sup>th</sup> Avenue through the Central Eastside to one-way northbound to accommodate increased traffic volumes and serve as the couplet to MLK Blvd. Traffic would be re-routed from the Grand Ave Viaduct at SE Mill Street and back to Grand somewhere between NE Couch and NE Everett before the I-84 overpass. This conversion would require removal and relocation of one or both bike lanes on SE 7<sup>th</sup> Ave.

The Two-Way Grand Design Option would require more extensive roadway improvements to SE 7<sup>th</sup> Avenue to carry northbound auto trips diverted from SE Grand Avenue. Transitions to and from SE Grand Avenue would be required at SE Stephens Street on the southern end and NE Couch Street on the northern end of the alignment. Additionally, roadway improvements would be needed to change NE Grand Avenue from one-way traffic operation to two-way traffic operation.

The Two-Way Grand Avenue Design Option has been designed so that it could be applied to any of the MOSs with the exception of the Oregon MOS which doesn't extend to the Central Eastside, and does not preclude either two-way Grand Avenue design option or the MLK/Grand couplet alignment extension to the Central Eastside.

This design option would change both the function and classification of SE Grand Avenue and SE 7<sup>th</sup> Avenue. This would likely require an amendment to the City of Portland *Transportation System Plan* (TSP) and Metro's *Regional Transportation Plan* (RTP) street classification designations. This design option would also likely result in traffic impacts, diversion of traffic into the adjacent neighborhoods, impacts to the Industrial Sanctuary, and private property impacts.

### 2025 Travel Patterns Under the Two-Way Grand Design Option

Metro's travel demand model, which is based on the Financially Constrained 2025 RTP network was used to identify the future 2025 travel patterns for both the MLK/Grand couplet and the Two-Way Grand design option. The 2025 PM 2-hour peak volumes were used to identify potential travel patterns and major destinations and origins using Grand Avenue and 7<sup>th</sup> Avenue.



The following summarizes some changes in travel patterns between the two scenarios (MLK/Grand couplet and Two-Way Grand design option):

- Under the couplet scenario trips to I-84 were taken via Grand Avenue. Under the Two-Way Grand design option, trips wanting to access I-84 did not use SE 7<sup>th</sup> Avenue through the corridor, instead they stayed on Grand Avenue to I-84.
- From 7<sup>th</sup> Avenue, many of the trips turned onto NE Couch Street instead of using NE Everett Street to get back to NE Grand Avenue.
- With the Two-Way Grand Avenue design option, some neighborhood traffic diversion is anticipated. The most prominent diversion of traffic occurs south of the SE Madison Street.
  - Volumes would increase on I-5 northbound and access the highway via the new McLoughlin/I-5 on- and off-ramps.
  - Volumes would increase on SE 11<sup>th</sup> and 12<sup>th</sup> Avenue between SE Division Street and SE Hawthorne Boulevard.
  - Volumes would increase on SE Water Avenue between SE Division Street and SE Clay Street.
  - Volumes would increase on SE Hawthorne and SE Madison Street between the Hawthorne Bridge and SE 11<sup>th</sup> Avenue.

Two-Way Grand Avenue Design Option Considerations

During the next phase of study, if the Two-Way Grand design option were chosen as the preferred alternatives than further refinement of this design option would be needed. Table S-6 summarizes design considerations to study further during the next phase of this study.

**Table S-6  
Summary of Two-Way Grand Avenue Design Option Design Considerations**

<b>Location</b>	<b>Design Considerations to Study Further</b>
<b>Transitions at the North End</b>	Transition at NE Everett and the traffic impacts and access to I-84
<b>Streetcar Transition at E Burnside Street</b>	Traffic impacts and operations at the intersections with E Burnside at MLK Jr. Boulevard and Grand Avenue.
<b>Morrison MOS Terminus</b>	Traffic operations and impacts at the streetcar terminus at the SE Morrison Street and SE Grand Avenue intersection
<b>Bike Lanes</b>	Identifying the best location for the bike lanes that would be relocated from SE 7 <sup>th</sup> Avenue
<b>SE Grand Avenue</b>	Identify the best cross section for two-way Grand Avenue in regards to pedestrians, bicycles, traffic and streetcar
<b>Transitions at the South End</b>	Identify if Stephens Street could carry the potential traffic demand that is destined through the corridor and traffic impacts on SE MLK Jr. Boulevard were the streetcar crosses to access OMSI
<b>Traffic Analysis</b>	Traffic impacts are unknown at this time and further traffic analysis would need to be conducted

Financial Feasibility

Assessing financial feasibility at the Alternatives Analysis phase of project development is a matter of comparing capital, operating and maintenance costs against proposed revenue sources. Funding sources generally solidify as a project moves through the project development process. In this section, proposed costs and revenues are presented and potential shortages and surpluses identified.

Capital cost estimates are provided in 2005 dollars and inflated to year of expenditure (YOE) in Table S-7. The construction is assumed to be conducted from September 2007 to September 2009. Construction inflation has been assumed to be 5% per year through 2008. The cost estimates are based on a build-up of FTA cost categories and appropriate contingencies and are presented below.

**Table S-7  
Capital Costs**

<b>Project Alternative</b>	<b>(\$2005 dollars)</b>	<b>(\$ YOE dollars)</b>
Oregon MOS	\$84,000,000	\$100,506,000
Morrison MOS (MLK-Grand	\$105,000,000	\$125,632,000
Morrison MOS (Two Way Grand)	\$119,000,000	\$142,380,000
OMSI MOS (MLK-Grand)	\$142,000,000	\$169,905,000
OMSI (Two-Way Grand)	\$156,000,000	\$186,653,000
Full Loop	\$153,000,000	\$187,026,000
Full Loop (2-Way Grand)	\$167,000,000	\$203,774,000

Source: URS, Portland Streetcar Inc, April 2006

Capital Funding Sources

Potential federal and local sources for capital funding have been identified. At this phase of project development the funding sources are general strategies to be pursued with actual funding commitments anticipated prior to a request for FTA funding. There are variations in the amount available by funding source and these assumptions are outlined below. The FTA Small Starts share controls a considerable part of the proposed funding as it is assumed that the project can receive a 60% federal share up to the maximum of \$75 million allowed under the program. The total project cost cannot exceed \$250 million under the FTA Small Starts program, which is not an issue for this project. Table S-8 present the complete capital funding plan.

**Table S-8  
Proposed Capital Funding Plan**

	<b>Oregon MOS</b>	<b>Morrison MOS MLK-Grand</b>	<b>Morrison MOS 2 Way Grand</b>	<b>OMSI MOS MLK-Grand</b>	<b>OMSI MOS 2 Way Grand</b>	<b>LOOP MLK-Grand</b>	<b>LOOP 2 Way Grand</b>
<b>Construction Costs</b>							
Streetcar to NE Oregon	100,506,000	100,506,000	100,506,000	100,506,000	100,506,000	100,506,000	100,506,000
Oregon to Morrison		25,126,000	25,126,000	25,126,000	25,126,000	25,126,000	25,126,000
Two-Way Grand Cost			16,748,000		16,748,000		16,748,000
Morrison to OMSI				44,273,000	44,273,000	44,273,000	44,273,000
Loop Completion						17,121,000	17,121,000
<b>TOTAL</b>	<b>100,506,000</b>	<b>125,632,000</b>	<b>142,380,000</b>	<b>169,905,000</b>	<b>186,653,000</b>	<b>187,026,000</b>	<b>203,774,000</b>
Total Without Inflation (\$ FY 05)	84,000,000	105,000,000	119,000,000	142,000,000	156,000,000	153,000,000	167,000,000
<b>Funding Sources</b>							
FTA 60% Grant	60,303,600	75,000,000	75,000,000	75,000,000	75,000,000	75,000,000	75,000,000
LID	6,000,000	8,000,000	8,000,000	10,000,000	10,000,000	10,000,000	10,000,000
PDC TIF - multiple districts	20,000,000	25,000,000	25,000,000	30,000,000	30,000,000	35,000,000	35,000,000
Bridge Funds	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000	9,000,000
HUD (committed)	613,590	613,590	613,590	613,590	613,590	613,590	613,590
MTIP (committed)	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
MTIP (SAFETEA-LU)	1,650,000	1,650,000	1,650,000	1,650,000	1,650,000	1,650,000	1,650,000
MTIP (City Request)	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
City Funding (TBD)	593,155	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000	4,000,000
<b>TOTAL REVENUE</b>	<b>100,160,345</b>	<b>125,263,590</b>	<b>125,263,590</b>	<b>132,263,590</b>	<b>132,263,590</b>	<b>137,263,590</b>	<b>137,263,590</b>
<b>SURPLUS/(DEFICIT*)</b>	<b>(345,655)</b>	<b>(368,410)</b>	<b>(17,116,410)</b>	<b>(37,641,410)</b>	<b>(54,389,410)</b>	<b>(49,762,410)</b>	<b>(66,510,410)</b>

Source: Portland Streetcar Inc, and URS, May 2006

Note: PDC TIF funds to be determined.

\*Any deficits identified would have to be eliminated prior to submittal to FTA by a combination of value engineering and/or identification of additional revenues

**Measure:** Assessment of capital funding sources

**Results:** *A preliminary inventory of funding sources indicate a potential of \$100-125 million available for total project costs, which would not be sufficient to fund the entire Full Loop at this time. The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase. Additional revenue would need to be identified if the entire project is to be constructed in one phase.*

Descriptions of proposed revenue sources are presented below.

- **Federal Small Starts: \$75,000,000.** The proposed project anticipates a 60% federal share.
- **Committed Federal: \$4,200,000.** Streetcar has received a \$1 million MTIP commitment of Surface Transportation Program (STP) funds, \$613,000 Housing and Urban Development commitment, and \$2.6 million from SAFETEA-LU.
- **Local Improvement District: \$6,000,000 to \$10,000,000.** A local improvement district similar to the one used for the initial streetcar is proposed with similar rates. LID revenue varies with the length of the project.
- **Bridge Funds: \$9,000,000.** The Broadway Bridge will require a major improvement estimated to cost \$17 million to extend its life. It is proposed that bridge funds be sought to support \$9 million of the construction from other bridge funds available to the region.
- **Portland Development Commission Funding: \$25,000,000-\$35,000,000.** A total contribution ranging between \$25-\$35 million, depending on the alternative, is proposed from the various urban renewal districts benefiting from the project.
- **City of Portland Funding: \$4,000,000 maximum** The balance of the project cost is anticipated to be provided by the City of Portland from various sources including system development charges, one-time-only funding, New Market Tax Credits, and others. A maximum amount is set at \$4 million which represents the limit on ability to secure additional funds to complete the project.

The Oregon MOS and Morrison MOS have listed sources (not fully committed) that could assure the completion of the project. The OMSI MOS and Full Loop require identification of \$35-47 million in additional sources of funding in order to be constructed in a single project phase.

<b>Measure:</b>	<b>Assessment of operating revenue sources</b>
<b>Results:</b>	<i>Operating revenue commitments have not been made for the Eastside Transit Project. However, funding mechanisms are in place that could potentially generate enough operating revenue to expand the streetcar system. More work will be required between TriMet and the City of Portland to develop a mutually agreeable funding plan, and to identify potential additional funding sources if necessary.</i>

**Table S-9  
Operating and Maintenance Costs (\$ 2005)**

Project Alternative	Operating Cost
Full Loop	\$ 5,262,000
OMSI MOS	\$ 5,325,100
Morrison MOS	\$ 4,928,200
Oregon MOS	\$ 4,642,200

Source: TriMet 2006

The operating and maintenance costs represent a blended cost of streetcar and bus (See Table S-8). This helps to explain the seemingly counter-intuitive result that the OMSI MOS would cost more to operate than the Full Loop. In the OMSI MOS, the piece of the loop connecting OMSI to RiverPlace is provided by a short segment of connecting bus service over the Hawthorne Bridge. In the Full Loop, the streetcar route is more direct over the Caruthers Bridge. In this instance, the difference in cost between the Full Loop and OMSI MOS streetcar segments is offset by the required bus connector in the OMSI MOS.

Operating revenue commitments have not been made for the Eastside Transit Project. City of Portland and TriMet revenue has been used to date for streetcar operations and each is discussed below. Some combination of these sources, and possibly additional sources, will ultimately be used to fund operations for the project. Currently, TriMet provides two-thirds of the streetcar operating revenue with the remaining third provided by the City of Portland. TriMet has proposed a review of the benefits of added streetcar service, potential savings that could be derived and development of a formula for operating cost participation. TriMet is unable to commit to service expansion beyond its current commitments due to the economic situation in the region and the projected payroll tax revenues. The City of Portland has developed a policy of supporting streetcar operations with parking meter revenues generated from the area served. The City is prepared to explore the feasibility of expanding the parking meters to include the area selected for streetcar service in the first construction segment. Contributions to operations from the City of Portland are based upon the increase of parking meters in the Central City.

**Cost-Effectiveness**

Cost effectiveness provides a measure of how effectively the investment in capital, operating and maintenance funds that would be required for each alternative translates into ridership on the new streetcar line. Table S-10 shows the cost per streetcar rider, new streetcar line only, for each alternative. The cost includes the annualized capital cost of the alternative and the annual operating and maintenance cost. The annual cost, as compared to the No-Build alternative, is compared to the annualized streetcar riders to arrive at cost per streetcar rider.

<b>Measure:</b>	<b>Assessment of cost-effectiveness, comparing ridership and costs</b>
<b>Results:</b>	<i>The Full Loop is the most cost-effective alternative in terms of total annualized capital and operating cost per new streetcar rider, annualized federal cost per new streetcar rider and operating cost per streetcar rider. Cost-effectiveness decreases as the length of the project alternative decreases.</i>

The Full Loop alternative, which has the highest cost, would also have the most riders, resulting in the lowest cost per streetcar rider of \$4.25. The remaining MOS alternatives, with fewer additional new streetcar miles, and therefore lower cost and ridership, show a cost per rider figure commensurate with the length of the new streetcar line; the OMSI MOS cost per rider is \$5.01, Morrison MOS is \$5.80, and the Oregon MOS is \$6.86.

**Table S-10  
Cost per Streetcar Rider  
Year 2025**

	Full Loop	OMSI MOS	Morrison MOS	Oregon MOS
Annual Capital + O&M Cost <sup>1</sup>	\$17,177,000	\$16,331,100	\$13,062,200	\$11,095,200
Annual New Streetcar Riders <sup>2</sup>	4,044,030	3,260,000	2,252,660	1,616,960
Cost/Streetcar Rider	\$4.25	\$5.01	\$5.80	\$6.86

<sup>1</sup>Costs are in 2005 dollars.

<sup>2</sup>Annualized Streetcar Riders on new streetcar line only.

Table S-11 is similar to the previous table except cost is shown as the federal share (assuming 60% federal share) of the annualized capital cost of each alternative. Operating and maintenance cost are excluded because the federal government does not pay any portion of the operating or maintenance cost.

The Full Loop alternative results in the lowest federal cost per streetcar rider at \$1.77 per rider. The remaining MOS alternative's, show an increasing federal cost per streetcar rider commensurate with the length and ridership of the new streetcar line. Specifically, the OMSI MOS federal cost per rider is \$2.03, Morrison MOS is \$2.17, and the Oregon MOS is \$2.39.

**Table S-11  
Federal Cost per Streetcar Rider  
Year 2025**

**Federal Share (60%) CEI**

	Full Loop	OMSI MOS	Morrison MOS	Oregon MOS
Annualized Capital Cost (60% share) <sup>1</sup>	\$7,149,000	\$6,603,000	\$4,880,400	\$3,871,800
Annual New Streetcar Riders <sup>2</sup>	4,044,030	3,260,000	2,252,660	1,616,960
Federal Cost/Streetcar Rider	\$1.77	\$2.03	\$2.17	\$2.39

<sup>1</sup>Federal Costs are in 2005 dollars and assume 60% maximum federal share.

<sup>2</sup>Annualized Streetcar Riders on new streetcar line only.

**Table S-12  
Operating Cost per Streetcar Rider  
Year 2025**

**Operating Cost/New Streetcar Rider**

	Full Loop	OMSI MOS	Morrison MOS	Oregon MOS
Annual O&M Cost <sup>1</sup>	\$5,262,000	\$5,325,100	\$4,928,200	\$4,642,200
Annual New Streetcar Riders <sup>2</sup>	4,044,030	3,260,000	2,252,660	1,616,960
O&M Cost/New Streetcar Rider	\$1.30	\$1.63	\$2.19	\$2.87

<sup>1</sup>Costs are in 2005 dollars.

<sup>2</sup>Annualized Streetcar Riders on new streetcar line only.

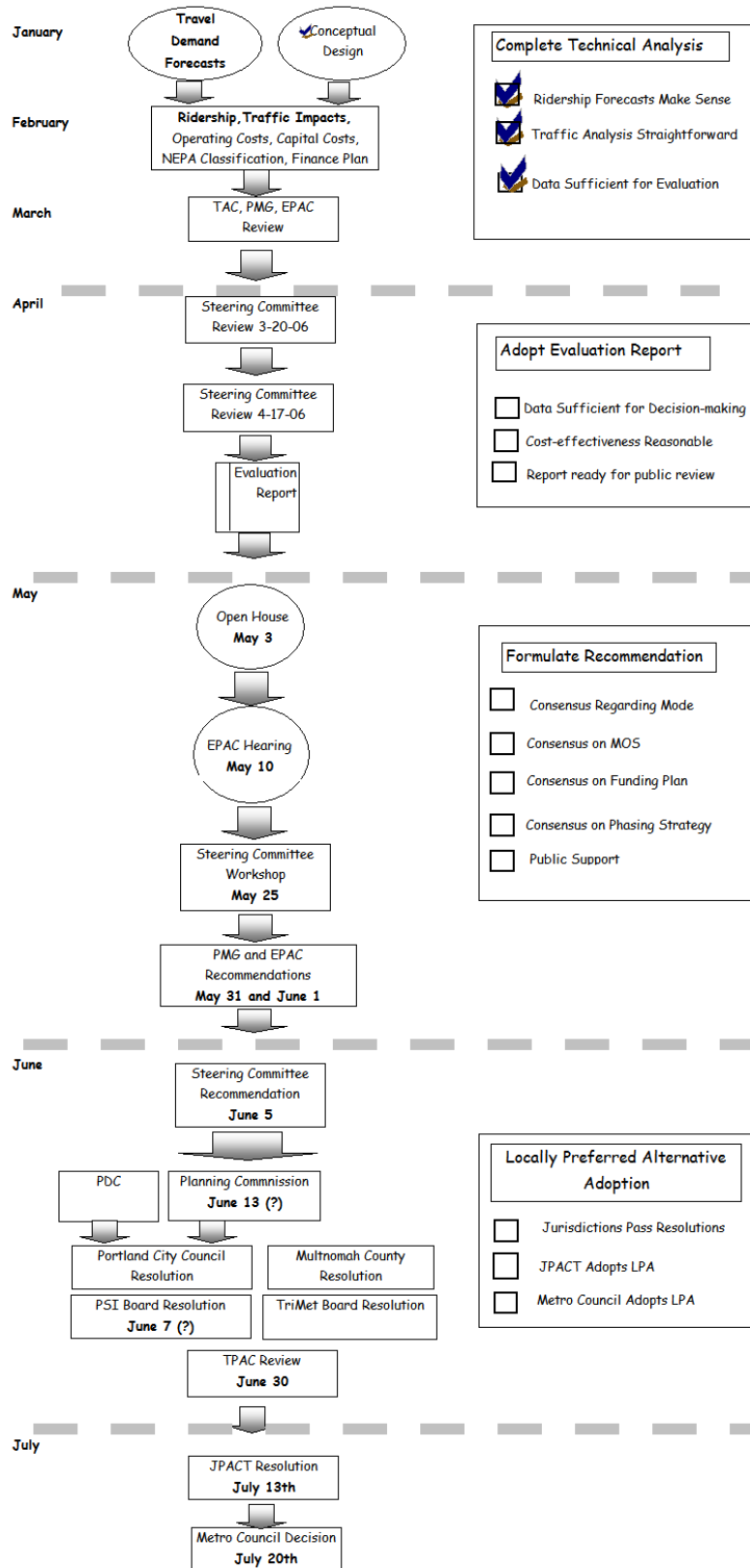
Table S-12 shows operating cost per streetcar rider, new streetcar line only, for each alternative. The Full Loop alternative would have the lowest operating cost per streetcar rider at \$1.30 per rider. The remaining MOS alternatives show increasing operating cost per rider as ridership declines with each successive shorter streetcar alternative.

**Decision Making**

The outcome of the Eastside Transit Alternatives Analysis will be the adoption of a locally preferred alternative. The LPA will specify the mode, alignment, and termini of the transit project and may also set forth a phasing strategy for the project if a minimum operable segment (MOS) is chosen. The project's decision-making structure is shown in Figure S-16.

Public involvement and comment has taken place since 2005 and will continue through the LPA process. The LPA recommendation will be generated by jurisdiction senior staff that serve on the Project Management Group (PMG). The citizen committee for the project, the Eastside Project Advisory Committee (EPAC) will also generate a recommendation. The Steering Committee, which is composed of elected officials and executive staff of Metro, TriMet, the Oregon Department of Transportation (ODOT), the Cities of Portland and Lake Oswego, and Multnomah and Clackamas Counties will review the PMG and EPAC recommendations as well as public comment and will issue a LPA recommendation. The Portland City Council, Multnomah County Commission, TriMet Board and Portland Streetcar Board will make recommendations to the Metro Council either supporting or amending the Steering Committee Recommendation. The region's MPO body, the Joint Policy Advisory Committee on Transportation will make a LPA decision recommendation to the Metro Council. The Metro Council will then make the final LPA decision. It should be noted that the Steering Committee oversees both the Eastside Transit Alternatives Analysis and the Portland to Lake Oswego Transit and Trail Alternatives Analysis.

**Figure S-16**  
**Eastside Transit Alternatives Analysis Decision Process**





Materials following this page were distributed at the meeting.

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STATEMENT OF  
CONGRESSMAN DAVID WU  
BEFORE THE  
JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

COMMITTEE MEETING REGARDING RESOLUTION 06-3663,  
FOR THE PURPOSE OF PROPOSING A LIST OF HIGHWAY  
MODERNIZATION PROJECTS TO RECEIVE FUNDING IN THE 2008-2011  
STATE TRANSPORTATION IMPROVEMENT PROGRAM

JUNE 8, 2006

Thank you, Chairman Burkholder, for allowing me to submit this statement to the Joint Policy Advisory Committee on Transportation (JPACT).

The current and future state of Oregon's economic health will be threatened if the appropriate and necessary improvements to modernize Interstate 5, Highway 217, or Highway 26 are ignored. In the next twenty years, Oregon's Department of Transportation (ODOT) estimates traffic on Highways 217 and 26 will increase by about two-thirds. The Highway 217 Policy Advisory Committee's Highway 217 Corridor study reports that today's peak hours of congestion will nearly triple, from 2.5 hours to 8 hours, by 2025.

The cost of congestion on commerce, safety, and livability presents us with an urgent need to invest in the economic viability of the Portland Metropolitan Region. One of the most effective ways to address that need is by responsibly using public funds to improve Highway 217.

By adding capacity, improving safety, and restoring traffic mobility to Highway 217, we make a responsible investment in an area that has provided significant, long-term economic benefit to the entire state of Oregon. By addressing the needs of this economic engine by reducing traffic congestion and improving the flow of commerce, the state and the region will see a tremendous return on its investment.

I have worked hard in Congress with my colleagues Congressman Earl Blumenauer, Congressman Peter DeFazio, Congressman Brian Baird, and Congresswoman Darlene Hooley to secure necessary funds to support transportation improvements and new projects in the region, and I will continue to do so.

Today, I urge you to consider including funds for improvements to Highway 217 in the State Transportation Improvement Plan (STIP). But in addition to securing funds

from the STIP, I am also urging all of the regional partners to recognize the economic benefits that this critical artery provides to the entire region. Businesses and residents in Clackamas, Multnomah, and Clark Counties that move goods and commute daily to and from Washington County depend on this aging and increasingly congested and unsafe highway.

It is essential that ODOT, Metro, Washington County, and the cities and counties of the Portland Metropolitan region whose businesses and citizens depend on Highway 217 continue to work together to find a suitable, long-term funding solution for this critical piece of infrastructure.

I applaud the nearly unanimous February 23, 2006 decision by the Metro Council to approve the recommendations of the Highway 217 Policy Advisory Committee (PAC) to improve Highway 217 and move towards further evaluation in an environmental impact statement (EIS). I support the PAC's recommendations for the Oregon Department of Transportation, Metro and local jurisdictions to seek funding for the EIS in the 2008-2011 STIP, but I also recognize that all regional partners must creatively seek out additional funding sources for making the long-term improvements to this critical highway.

Thank you again for allowing me the time to provide this statement. I look forward to working with all of the regional partners on securing funding for improvements to Highway 217.



STATE OF WASHINGTON

**TRANSPORTATION COMMISSION**

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May 26, 2006

Dear Community Leader:

As a leader and representative in your community, you are invited to attend an important VIP briefing on the Washington State Transportation Commission's Tolling Study. The Transportation Commission, working closely with the State Legislature and the Washington State Department of Transportation, is diligently studying ways to both better utilize our existing road capacity and to fund sorely needed infrastructure improvements across the state.

On Tuesday morning, June 20, from 7:30-9:00 at the WSDOT Southwest Division Building at 11018 NE 51<sup>st</sup> Circle, the Commission will be presenting an overview of the tolling study and will be discussing the overall impact congestion has on our economy and lifestyle. We will be discussing the role that tolling could play in better utilizing our existing transportation system as well as helping to fund badly needed highway and bridge projects across the state. We will explain how non-stop electronic toll collection could be used to make this new system work efficiently. Finally, we will explain the policies and benefits related to tolling and identify the choices that you, your constituents, and our state leaders will need to make in the months and years ahead to keep our state competitive, our economy growing, and our transportation system moving.

As this VIP briefing is by invitation only, space will be limited. So, your timely RSVP to Clay Yokota at (800) 556-0113 x227 or [cyokota@frankwilson.com](mailto:cyokota@frankwilson.com) is appreciated.

We encourage you to make a special effort to attend this briefing. You are also welcome to participate in the public Open House that evening, from 5-7, in the same location. Additionally you may visit our website at [www.watollingstudy.com](http://www.watollingstudy.com) starting June 5 for further information on our study

Your support is critical and greatly needed if we are to successfully move the state in a new direction for transportation and we value your opinion and input. We look forward to your participation and the opportunity to familiarize you with the ideas that could transform transportation in the state of Washington.

Sincerely,

A handwritten signature in black ink, appearing to read "Dan O'Neal".

Dan O'Neal, Chairman  
Washington State Transportation Commission