

A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



METRO

TEL 503-797-1540 FAX 503-797-1793

MEETING: METRO POLICY ADVISORY COMMITTEE

DATE: February 14, 2007

DAY: Wednesday, 5:00-7:00 p.m.

PLACE: Metro Council Chamber/Annex

NO	AGENDA ITEM	PRESENTER	ACTION	TIME
	CALL TO ORDER	Norris		
1	SELF INTRODUCTIONS & COMMUNICATIONS	All		5 min.
2	CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS			5 min.
3	CONSENT AGENDA <ul style="list-style-type: none">January 24, 2007	Norris	Decision	5 min.
4	PROPOSED BYLAW AMENDMENTS & MPAC AGENDA TOPICS	Norris	Discussion	25 min.
5	NEW LOOK <ul style="list-style-type: none">Regional Transportation Plan Draft Chapter 1 GoalsResolution 07-3781 Approving a Timeline for the New Look Project	Ellis/Kloster McArthur	Presentation Discussion Presentation Discussion	10 min. 30 min. 10 min. 20 min.
6	COUNCIL UPDATE	Harrington	Update	5 min.
7	JPACT UPDATE	Cotugno	Update	5 min.

UPCOMING MEETINGS:

MPAC: February 28, 2007 & March 14, 2007

MPAC Coordinating Committee, Room 270: March 14, 2007

For agenda and schedule information, call Kim Bardes at 503-797-1537. e-mail: bardes@metro.dst.or.us

MPAC normally meets the second and fourth Wednesday of the month.

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Metro Policy Advisory Committee

February 14, 2007

Item 3 – Consent Agenda Meeting Summary for
January 24, 2007

METRO POLICY ADVISORY COMMITTEE MEETING RECORD

January 24, 2007 – 5:00 p.m.

Metro Regional Center, Council Chambers

Committee Members Present: Shane Bemis, Jeff Cogen, Nathalie Darcy, Rob Drake, Andy Duyck, Dave Fuller, Bernie Giusto, John Hartsock, Tom Hughes, Charlotte Lehan, Alice Norris, Wilda Parks, Martha Schrader, Chris Smith

Committee Members Absent: Ken Allen, Richard Burke, Larry Cooper, Richard Kidd, Tom Potter, Erik Sten, Steve Stuart, (Governing Body of School District –vacant)

Alternates Present: Frank Groznik, Laura Hudson, Trent Tidwell

Also Present: Paul Allen, Microsoft; Emalee Asenberg, Multnomah County; Robert Austin, City of Estacada; Bill Bash, City of Cornelius; Hal Bergsma, City of Beaverton; Al Burns, City of Portland; Carol Chesarek, Citizen; Bob Clay, City of Portland; Danielle Cowan, City of Wilsonville; Shirley Craddick, City of Gresham; Brent Curtis, Washington County; Dan Drentlaw, City of Oregon City; Kay Durtschi, MTAC; Meg Fernekees, DLCDC; Jonathan Harker, City of Gresham; Lincoln Herman, Stoel Rives, LLP; Jack Hoffman, Dunn Carney; Caroline Jones, Glenmorrie NHA – LO; Gil Kelley, City of Portland; Seth King, Perkins Coie; Stephen Lashbrook, City of Lake Oswego; Doug McClain, Clackamas County; Lawrence O’dell, Washington County LUD; Pat Ribellia, City of Hillsboro; Paul Savas, Clackamas County Special Districts; Karen Schilling, Multnomah County; Jonathan Schlueter, Westside Economic Alliance; Phil Selinger, TriMet

Metro Elected Officials Present: Liaisons – Kathryn Harrington, Council District 4; Robert Liberty, Council District 6; Brian Newman, Council District 2 others in audience: David Bragdon, Council President; Rod Park, Council District 1

Metro Staff Present: Dick Benner, Dan Cooper, Andy Cotugno, Kim Ellis, Tom Kloster, Robin McArthur, Gerry Uba

1. SELF-INTRODUCTIONS & COMMUNICATIONS

Chair David Fuller, called the meeting to order at 5:04 p.m. Chair Fuller asked those present to introduce themselves.

2. CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS

There was none.

3. CONSENT AGENDA

Meeting Summary for January 10, 2007:

Motion:	Commissioner Martha Schrader, Clackamas County, with a second from Chris Smith, Multnomah County Citizen Representative, moved to adopt the consent agenda with no revisions.
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Vote:	The motion passed unanimously.
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4. COUNCIL UPDATE

Councilor Kathryn Harrington gave an update on recent Metro Council activity. She reviewed legislation as it related to Metro and the region. Her talking points are attached and form part of the record.

5. HOUSING AMENDMENTS TO REGIONAL FRAMEWORK PLAN & URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN/ORDINANCE 06-1129

Councilor Robert Liberty gave a brief overview of the framework and functional plan.

Gerry Uba, Principal Regional Planner, said that these amendments had been before MPAC three times. He distributed a short summary of the proposed amendments and reviewed their content for the members. That handout is attached and forms part of the record. He also reviewed some of the material included in the meeting packet.

There was discussion about the housing group, funding, and concentrations of poverty and affordable housing needs on a regional scale.

Mr. Uba continued his review of the material included in the packet.

Motion:	Mayor Rob Drake, City of Beaverton, with a second from Martha Schrader, Clackamas County, moved to recommend to the Metro Council adoption of Ordinance 06-1129 and amendments included in the packet.
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Vote:	The motion passed. Nay: Andy Duyck Aye: Shane Bemis, Jeff Cogen, Nathalie Darcy, Rob Drake, Dave Fuller, Bernie Giusto, Frank Groznik, John Hartsock, Tom Hughes, Charlotte Lehan, Alice Norris, Wilda Parks, Martha Schrader, Chris Smith, and Trent Tidwell Abstain: none
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6. ORDINANCE 07-1137 TITLE 4 CHANGES

Councilor Harrington gave a brief overview of where the Ordinance had reached for the members.

Chair Fuller said that this was the fifth time that this issue had come before MPAC.

Mayor Rob Drake, City of Beaverton, said that he thought that the proposed three amendments were an improvement and said he would support them and ask MPAC to do so as well. He said that there would still need to be further discussion.

John Hartsock, Clackamas County Special Districts, recused himself from the discussion as he had a conflict of interest.

Commissioner Martha Schrader, Clackamas County, said that she did not want to move forward with this particular piece at this time.

Mayor Tom Hughes, City of Hillsboro, said that Hillsboro had been critical of this from the beginning but Metro was receiving requests for changes. He said he was comfortable for the process to evolve,

including the three amendments; particularly because he knew this process was temporary. He said he was more comfortable to go forward with the changes than to stay with the status quo.

Nathalie Darcy, Washington County Citizen Representative, asked if amendment three was adding new language or changing existing language?

Richard Benner, Metro Attorney, said that the idea was to add language creating a new sub-section. He explained what the criteria meant.

Hal Bergsma, City of Beaverton, explained the proposed amendment 3-c in detail.

Mayor Charlotte Lehan, City of Wilsonville, said that she had only seen the three amendments a few days ago, and that it was new material. She said that she felt amendment 3-c was confusing. She said that both amendment 2 and amendment 3 seemed to be circumstances that would never occur. She said that the added three amendments did not address the wages issue, and she thought that omission was significant.

Councilor Harrington reviewed the status to-date of the ordinance and asked Mayor Lehan what course of action she would advise the Metro Council to take at this point.

Mayor Lehan said that she would ask the Metro Council not to go forward with this, and that she did not see an urgency regarding this issue.

Commissioner Schrader said that there were policies already in place and Clackamas County would prefer to wait also. She said that perhaps there could be a compromise by initiating a sunset with a sense that they would revisit industrial lands in a year.

Mayor Drake asked if Mr. Bergsma could talk about why it was important now and what it might cure right now.

Mr. Bergsma said there were a number of applications waiting and the choice was should Metro make the changes on their own or should there be criteria proposed by MPAC. The Metro Council could move ahead and establish a process, but they seemed to want input from the region.

Mayor Lehan asked if they could make it an interim ordinance with a sunset date.

Motion 1:	Chris Smith, Multnomah County Citizen Representative, with a second from Mayor Charlotte Lehan, moved to recommend adoption of Ordinance 07-1137 as originally proposed by Metro Council President Bragdon.
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Vote:	The motion failed. Nay: Shane Bemis, Rob Drake, Andy Duyck, Bernie Guisto, Tom Hughes, Alice Norris, Martha Schrader, and Trent Tidwell Aye: David Fuller, Frank Groznik, Charlotte Lehan, Wilda Parks, and Chris Smith Abstain: Jeff Cogen, Nathalie Darcy, and John Hartsock
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Motion 2:	Mayor Rob Drake, City of Beaverton, with a second from Mayor Tom Hughes, moved to recommend to the Metro Council adoption of Ordinance 07-1137 including the proposed three amendments.
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Friendly Amendment:	Mayor Rob Drake, City of Beaverton, proposed a friendly amendment to specify that this ordinance would be an interim ordinance and that the Metro Council would review it again in two (2) years.
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Commissioner Schrader said she would prefer to have that made one-year instead of two-years.

Mr. Benner said it would be quite easy to add language, which would make that one-year review more explicit.

Motion 2 with friendly amendment:	Mayor Rob Drake, City of Beaverton, with a second from Mayor Tom Hughes, moved to recommend to the Metro Council adoption of Ordinance 07-1137 including the added three amendments and a change in language to specifically require the Metro Council to revisit the ordinance in one year.
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Vote:	The motion passed. Nay: Frank Groznik, Charlotte Lehan, and Chris Smith Aye: Shane Bemis, Jeff Cogen, Nathalie Darcy, Rob Drake, Andy Duyck, David Fuller, Bernie Guisto, Tom Hughes, Alice Norris, Wilda Parks, Martha Schrader, and Trent Tidwell Abstain: John Hartsock
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7. NEW LOOK

Kim Ellis, Senior Transportation Planner, gave an overview of the material and discussed the future steps of the material and the process that would bring it back before the MPAC members.

Tom Kloster, Regional Transportation Planning Manager, said that the working draft included in the packet would undergo changes in the future. He had several large displays in the back of the room, which he reviewed for the members. He said that the goal was to share the information and to see if they wanted to create a work plan.

Some of the information reviewed by Ms. Ellis and Mr. Kloster was made available at the back of the room and those materials are attached and form part of the record.

Chair Fuller said that the "Research Results on Agriculture/Urban Studies" portion of this agenda item would be carried over to the next meeting.

Councilor Newman distributed a draft "Road Map" for New Look Regional Choices 2007-2011 spreadsheet for the members to review for the next meeting. That document is attached and forms part of the record.

There being no further business, Chair Fuller adjourned the meeting at 7:04 p.m.

Respectfully submitted,



Kim Bardes
MPAC Coordinator

ATTACHMENTS TO THE RECORD FOR JANUARY 24, 2007

The following have been included as part of the official public record:

AGENDA ITEM	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
#5 Housing	1/24/07	Summary of Proposed Amendments in the Metro Regional Framework Plan and Urban Growth Management Functional Plan, Title 7 (Ordinance No. 06-1129A)	012407-MPAC-01
#5 Housing	1/24/07	Email from Margaret Bax to Robert Liberty and Rex Burkholder re: Title 7 revisions	012407-MPAC-02
#6 Title 4	1/22/07	Email from Dick Benner to MPAC members re: proposed amendments to the Title 4 ordinance	012407-MPAC-03
#6 Title 4	1/22/07	MTAC Amendment 1 of the three proposed amendments brought to MPAC	012407-MPAC-04
#6 Title 4	1/22/07	MTAC Amendment 2 of the three proposed amendments brought to MPAC	012407-MPAC-05
#6 Title 4	1/22/07	MTAC Amendment 3 of the three proposed amendments brought to MPAC	012407-MPAC-06
#7 New Look	January 2007	New Look At Regional Choices flyer	012407-MPAC-07
#7 New Look	January 2007	New Look at Regional Choices: Integrated Policy Framework (Six Elements) green sheet	012407-MPAC-08
#7 New Look	January 2007	Great Communities Executive Summary	012407-MPAC-09
#7 New Look	January 2007	Oregon Department of Agriculture Identification of Metro Region Agricultural Lands and Assessing Their Long-Term Commercial Viability	012407-MPAC-10
#7 New Look	1/27/07	Draft "Road Map" for New Look Regional Choices, 2007-2011	012407-MPAC-11
#4 Council Update	1/24/07	Notes from Councilor Harrington re: Council Update	012407-MPAC-12

Metro Policy Advisory Committee

February 14, 2007

Item 4 – Proposed Bylaw Amendments & MPAC Agenda Topics

MPAC Agenda Information

Agenda Item Title:

Proposed Amendments to MPAC Bylaws

Presenter: Alice Norris

MPAC Meeting Date: Feb. 14, 2007

Purpose/Objective:

To review and discuss proposed amendments to the MPAC bylaws and proposed 2007 MPAC agenda topics

Action Requested/Outcome:

Discussion of amendments and proposed agenda topics and direction to subcommittee and staff on any proposed changes

Background and context:

For a variety of reasons, a quorum of MPAC was present less than 50 percent of the meetings in 2006. At the January 10, 2007 MPAC meeting, members formed a subcommittee to consider possible bylaws changes as well as to consider what issues MPAC should discuss during 2007.

The subcommittee is recommending three changes to MPAC membership: 1) make five positions ex officio (non-voting) -- TriMet, school district governing body, Port of Portland, Clark County, and the City of Vancouver, Washington; [State Agency Growth Council is already an advisory only position], 2) add two new, ex officio positions (a representative from a city in Clackamas County and a city in Washington County outside of Metro boundaries); and 3) allow the City of Portland to fill one of their two positions with staff. These changes will reduce the number of members needed for a quorum from the current 13 to 10.

Any changes to the MPAC bylaws must be approved by a majority of both MPAC and the Metro Council for the changes to take effect.

What has changed since MPAC last considered this issue/item?

The MPAC subcommittee met and is proposing amendments to the bylaws and a list of proposed agenda topics.

What is the timeline for further consideration of this agenda item (e.g., MTAC, MPAC, Council)

Possible action on proposed bylaws by MPAC is tentatively scheduled for the February 28 meeting. If approved by MPAC, the bylaws amendments will be scheduled for Metro Council consideration.

PROPOSED 2007 MPAC AGENDA TOPICS

2007 Theme: A Focused Look at Regional Choices and Principles

All regional growth management and investment decisions should reinforce growth in centers, corridors, and employment areas, develop vibrant communities while balancing new development with the protection of the region's agricultural industry and important natural areas.

Topics for MPAC meetings:

1. What is the role of Metro in preserving employment lands? What is the difference between Industrial Lands, RSIA's, and employment land? Should RSIA's receive the highest priority for transportation funding in the RTP? How can we distinguish between traded sector/ retail/ service/ and warehousing, since they have very different impacts on the economy, land and transportation needs?
 - a. What options do we have?
 - b. Outcome: Create new definitions for employment lands.

2. Can we absorb 1 million people without expanding the UGB? How can we successfully add new land if the region is not willing to invest dollars? How can we plan and pay for infrastructure needs? How do we maintain what we have? Do we have a common definition of infrastructure?

(Note: Germany is about the size of Oregon and contains 68 million people.)

 - a. What options do we have?
 - b. Outcome: Determine the options we would like Metro to consider.

3. After Concept Planning, then what? Who administers it? Do we need to define the differing roles of counties and cities? Should the Functional Plan reference to 'urbanization' be changed? Do we wish to create new cities, or expand existing cities?
 - a. What options do we have?
 - b. Outcome: Determine the role of (a) cities (b) counties

4. Which Centers are successes; which are not? Why or why not? Should we prioritize investment in Centers? What are the barriers to success?
 - a. What policy options do we have?
 - b. Outcome: New policies/ priorities for successful Centers

5. Is Big Box retail a detriment to Downtown development in cities and corridors?
 - a. What policy options do we have?
 - b. Outcome: Determine possible policy changes

6. Do we wish to avoid creating an 'urban crust?' Where are we creating it? Where in the region is it/ might it be positive?
 - a. What policy options do we have?
 - b. Outcome: Recommendation to Metro for change/ study

7. What is our role (and The Big Look) in helping to establish rural reserves? What can we do to assist agricultural development (remove barriers) or preserve agriculture? What about farm tax deferral elimination inside the UGB?
 - a. What policy options do we have?
 - b. Outcome: Recs to Metro re: rural reserves & ag sustainability

8. Is regional equity a goal of land use planning? Should certain cities be specialists (are they already and should it be enhanced)? Can we legislate 'uniqueness?' Do we wish to continue the jobs/ housing imbalance? What is the role of Special Districts in stimulating growth?
 - a. What policy options do we have?
 - b. Outcome: Identify areas of specialization for further study

9. How can we coordinate growth with neighboring cities? How is the RTP affected by growth outside the UGB? Big Look report and research on this topic.
 - a. Do we have any policy options? State options?
 - b. Outcome: Determine action

10. What will be the UGB expansion process? What would MPAC like to see occur?
 - a. What are the policy options?
 - b. Outcome: Rec for UGB expansion process

11. What is the definition of 'Corridors?' Do we have too many listed? Do corridors take away from development in Centers?
 - a. What are the policy options?
 - b. Outcome: Rec for corridor redefinition and listing

TOPICS FOR UPDATES and REPORTS:

1. Should Metro engage in planning for Health Care in the region? Can hospitals be located in a RSIA? Outside a Center?
 - a. What are the options we have?
 - b. Outcome: Recommendation to Metro

2. What affect is Measure 37 having on our region? On agriculture potential? On the role of cities? What is the state doing? What are the windfall implications?
 - a. Do we have policy options? Support state actions?
 - b. Outcome: lend our vote to legislative action

Meeting Management Recommendations

A. Membership

1. Make the following members ex officio:
 - a. Port of Portland
 - b. School district
 - c. TriMet
 - d. Clark County
 - e. Vancouver
 - f. DLCD
2. Create two new ex officio positions:
 - a. Clackamas County (rep of city outside Metro boundaries)
 - b. Washington County (rep of city outside Metro boundaries)
3. Permit City of Portland to seat a senior staff person as a member or alternate for one Portland voting member

METRO POLICY ADVISORY COMMITTEE (MPAC) BY-LAWS

Approved March 13, 1996; Revised March 26, 1997; May 1998; September, 1999; October, 2000; November, 2000; June, 2001; March 12, 2003; , 2007

ARTICLE I

This Committee shall be known as the METRO POLICY ADVISORY COMMITTEE (“MPAC”) created by Section 27 of the 1992 Metro Charter.

ARTICLE II MISSION AND PURPOSE

Section 1. The MPAC shall perform the duties assigned to it by the 1992 Metro Charter and any other duties the Metro Council prescribes.

Section 2. The purposes of MPAC are as follows:

- a. MPAC shall perform those duties required by the Charter, including:
 1. Providing consultation and advice to the Council on the Regional Framework Plan (Section 5 (2));
 2. Providing consultation and advice to the Council on the possible inclusion in the Regional Framework Plan of other growth management and land use planning matters, determined by the Council to be of metropolitan concern, which will benefit from regional planning, other than those specifically identified in Charter Section 5 (2) (b);
 3. Providing consultation and advice to the Council on any amendments to the Regional Framework Plan (Section 5 (2) (d));
 4. Approve or disapprove the authorization for Metro to provide or regulate a local government service, as defined in Charter Section 7 (2), in those cases in which Metro does not seek or secure such approval directly from the voters;
 5. Providing advice to the Council before it adopts an ordinance authorizing provision or regulation by Metro of a service which is not a local government service as defined by the Charter (Section 7 (3)); and
 6. Providing advice to the Council on a study of the Portland Metropolitan Area Local Government Boundary Commission (Section 7 (5)).
- b. Other duties prescribed by the Council.

**ARTICLE III
COMMITTEE MEMBERSHIP**

Section 1. Membership

a. The Committee will be made up of representative of the following voting and non-voting members:

1. Voting Members:

Multnomah County Commission	1
Second Largest City in Multnomah County	1
Other Cities in Multnomah County	1
Special Districts in Multnomah County	1
Citizen of Multnomah County	1
City of Portland	2
Clackamas County Commission	1
Largest City in Clackamas County	1
Second Largest City in Clackamas County	1
Other Cities in Clackamas County	1
Special Districts in Clackamas County	1
Citizen of Clackamas County	1
Washington County Commission	1
Largest City in Washington County	1
Second Largest City in Washington County	1
Other Cities in Washington County	1
Special Districts in Washington County	1
Citizen of Washington County	1
Tri-Met	+
Governing Body of a School District	+
State Agency Growth Council	+
Clark County	+
City of Vancouver	+
Portland of Portland	+
Total	<u>2519</u>

2. Non-voting members:

<u>Tri-Met</u>	<u>1</u>
<u>Governing Body of a School District</u>	<u>1</u>
<u>Oregon Dept of Land Conservation and Development</u>	<u>1</u>
<u>Clark County</u>	<u>1</u>
<u>City of Vancouver</u>	<u>1</u>
<u>Portland of Portland</u>	<u>1</u>
<u>City in Clackamas County outside UGB</u>	<u>1</u>
<u>City in Washington County outside UGB</u>	<u>1</u>
Total	<u>8</u>

- b. ~~Except a provided in Section 2 voting M~~members and alternates representing jurisdictions shall be appointed from among members of the governing body. All voting jurisdictions represented by members, including cities within each county, shall have territory within Metro boundaries.
- c. Non-voting members or alternates may either be members of the governing body of a jurisdiction or serve as a Chief Operating Office or Planning Director or equivalent.
- ~~ed.~~ Alternates ~~qualified to be members~~ shall ~~be appointed to~~ serve in the absence of the regular members.
- ~~de.~~ Metro Councilors will participate with the Committee membership with three non-voting liaison delegates appointed by the Metro Council.
- ~~e.~~ ~~Clark County, Washington, and City of Vancouver, Washington membership includes all duties of MPAC except approving or disapproving authorization for Metro to provide or regulate a local service, as defined in Charter section 7(2), in those cases in which Metro does not seek or secure such approval directly from the voters.~~
- f. The composition of the MPAC may be changed at any time by a vote of both a majority of the MPAC members and a majority of all Metro Councilors (Metro Charter, Section 27 (2)).

Section 2. Appointment of Members and Alternates

- a. ~~Members and alternates will be initially appointed to serve for two years.~~ Members and alternates from the City of Portland, the counties of Multnomah, Clackamas, and Washington, the largest cities of Multnomah, Clackamas, and Washington Counties, excluding Portland, and the second largest cities of Clackamas and Washington counties shall be appointed by the jurisdiction. The City of Portland may appoint a department director as an alternate voting member. ~~Members and alternates may be removed by the appointing jurisdiction at any time.~~
- b. Members and alternates from the cities of Multnomah, Clackamas, and Washington Counties, other than those directly entitled to membership, will be appointed jointly by the governing bodies of those cities represented. The member and alternate will be from different jurisdictions. The member and alternate will be appointed to designated terms of a length to be determined by the appointing authority, but for a period of not less than two years. The member and alternate may be reappointed. Terms of the member and alternate will be staggered to ensure continuity. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.
- c. Members and alternates from the special districts with territory in Multnomah, Clackamas, and Washington Counties will be appointed by special district caucus. The member and alternate will be appointed to designated terms of a length to be determined by the appointing authority, but for a period of not less than two years. The member and

alternate may be reappointed. Terms of the member and alternate will be staggered to ensure continuity. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.

- d. Metro Council delegates will be appointed by ~~the Presiding Officer of~~ the Metro Council President and will represent each county in the region. The delegates may be removed by the ~~Presiding Officer of the Metro~~ Council President at any time.
- e. Members and alternates representing citizens will be appointed by the Metro ~~Executive Officer Council~~ President and confirmed by the Metro Council consistent with Section 27(1)(m) of the 1992 Metro Charter and will represent each county in the region. Members and alternates will be appointed to designated terms of a length to be determined by the appointing authority, but for a period of not less than two years. Members and alternates may be reappointed. Terms of the members and alternates will be staggered to ensure continuity. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.
- f. Members and alternates from the Tri-County Metropolitan Transportation District of Oregon (Tri-Met) will be appointed by the governing body of that District. The member and alternate will serve until removed by the governing body.
- g. Members and alternates from the ~~State Agency Growth Council~~ Land Conservation and Development Commission will be chosen by the Chairperson of that body. The member and alternate may be removed by the Chairperson at any time. ~~The member and alternate will serve as non-voting members.~~
- h. Members and alternates from the Port of Portland will be appointed by the governing body of that organization. The member and alternate will serve until removed by the governing body.
- i. The member and alternate from the school boards in the Metro Region will be appointed by a caucus or organization of school boards from districts within the Metro region. If there is no caucus or organization of school boards within the region, the Executive Officer will facilitate the appointment by the school boards. The member and alternate will be appointed to designated terms of a length to be determined by the appointing authority, but for a period of not less than two years. The member and alternate may be reappointed. Terms of the member and alternate will be staggered to ensure continuity. The member and alternate will be from different school districts in the Metro Region. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.
- j. Appointments of all members and alternates shall become effective upon the appointing authority giving written notice addressed to the Chair of MPAC and filing the notice with the Clerk of the Metro Council. The determination of the relative size of cities shall be based on the official population estimates for Oregon issued by the Center for Population Research and Census, School of Urban and Public Affairs, Portland State University. If the official population estimates result in a change in the relative population of a city entitled to membership, then the term of membership of the affected

city or cities shall terminate 90 days after the release of the official estimate and new member(s) shall be appointed as provided by these by-laws. Members and alternates may be removed by the appointing authority at any time.

**ARTICLE IV
MEETINGS, CONDUCT OF MEETINGS, AND QUORUM**

- a. A regular meeting date, time and place of MPAC shall be established by the MPAC Chair. Special or emergency meetings may be called by the Chair or a third of the members of MPAC.
- b. A majority of the members (or designated alternates) shall constitute a quorum for the conduct of business. The act of a majority of those voting members present at meetings at which a quorum is present shall be the act of MPAC, except in exercising the duty of authorizing Metro to provide or regulate a local government service as described in Section 7 (2) of the 1992 Metro Charter. In these cases a majority vote of all voting MPAC members is required.
- c. Subcommittees or advisory committees to develop recommendations for MPAC may be appointed by the Chair and ratified by MPAC. At a regularly scheduled meeting MPAC shall approve subcommittee membership and MPAC members and/or alternates and outside experts. The Chair of any citizen advisory committee shall neither be the Chair of MPAC nor be an MPAC member, except upon the agreement of a majority of the advisory committee membership. MPAC members of any citizen advisory committee of MPAC shall participate on a nonvoting basis.
The Metro Technical Advisory Committee (“MTAC”) is an advisory committee to MPAC. Its purpose shall be to provide MPAC with technical recommendations on growth management subjects as directed by MPAC. MTAC shall have the following representation:

Each county government	1
City of Portland	1
Largest city in each county (not including Portland)	1
Second largest city in Clackamas County	1
Second largest city in Washington County	1
Other cities in each county	1
Citizen representative from each county to be represented by the respective county’s Committee for Citizen Involvement	1
Tri-Met	1
Oregon Department of Land Conservation and Development	1
Oregon Department of Transportation	1
Port of Portland	1
A commercial and industrial contractor association (“AGC”)	1
A residential contractor association (“HBA”)	1
A private economic development association	1
A public economic development association	1
A land use advocacy organization	1
An environmental organization	1
A school district	1
Water Resource Policy Advisory Committee (“WRPAC”)	1

A sanitary sewer and/or storm drainage agency (“WRPAC”)	1
An architect association (“AIA”)	1
A landscape architect association (“ASLA”)	1
Electric utilities	1
Natural gas utilities	1
Telecommunication utilities	1
Metro representative from the Planning Dept who shall serve as chair (non-voting)	1
An affordable housing advocacy organization	1
Clark County, Washington	1
Vancouver, Washington	1

Each jurisdiction or organization named shall annually notify MPAC of their nomination. MPAC may approve or reject any nomination. Revision of the membership of MTAC may occur consistent with MPAC bylaw amendment procedures. If any membership category (member and alternate) is absent for three (3) consecutive MTAC meetings, the representatives shall lose their voting privilege. MTAC members who acquire non-voting status may regain their voting status after attending three (3) consecutive MTAC meetings. A quorum for MTAC meetings shall be a simple majority of voting MTAC members. MTAC shall provide MPAC with observations concerning technical, policy, legal and process issues along with implementation effects of proposed growth management issues, including differing opinions, with an emphasis on providing the broad range of views and likely positive and negative outcomes of alternative courses of action. MTAC may adopt its own bylaws provided they are consistent with MPAC bylaws and are approved by a majority vote of MTAC members.

- d. All meetings shall be conducted in accordance with ROBERT’S RULES OF ORDER, Newly Revised.
- e. MPAC may establish other rules of procedure as deemed necessary for the conduct of business.
- f. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the Chair to notify the appointing body with a request for remedial action.
- g. MPAC shall make its reports and findings, including minority reports, public and shall forward them to the Metro Council.
- h. MPAC may receive information and analysis on issues before it from a variety of sources.
- i. MPAC shall provide an opportunity for the public and the Metro Committee for Citizen Involvement (“Metro CCI”) to provide comment on relevant issues at each of its regularly scheduled meetings.
- j. MPAC shall provide a minimum of seven days notice to members of any regular or special meetings.
- k. MPAC shall abide by ORS Chapter 192, which provides for public records and meetings.

**ARTICLE V
OFFICERS AND DUTIES**

- a. A Chair, 1st Vice-Chair, and 2nd Vice-Chair shall be elected by a majority of the voting members for a one year term of office ending in January of each year. A vacancy in any of these offices shall be filled by a majority vote of MPAC, for the remainder of the unexpired term.
 - 1. Nominations shall be received at the first meeting in January for chair, first vice chair and second vice chair.
 - 2. The first Vice-Chair shall become Chair following the completion of the Chair's term.
 - 3. The second vice chair shall be a rotating position to keep balance for a) county/geographic representation; and/or b) city/county/special district representation after the previous year's first vice chair moves up to chair and the first vice chair is selected.
- b. The Chair shall set the agenda of and preside at all meetings, and shall be responsible for the expeditious conduct of MPAC's business. Three members can cause a special meeting to be called with a minimum of seven days notice.
- c. In the absence of the Chair, the 1st Vice-Chair, and then the 2nd Vice-Chair shall assume the duties of the Chair.

**ARTICLE VI
AMENDMENTS**

- a. These by-laws may be amended by a majority vote of the MPAC membership, except that Article III related to the MPAC membership may not be amended without the concurrence of the majority of the Metro Council.
- b. Written notice must be delivered to all members and alternates at least 30 days prior to any proposed action to amend the by-laws.

Metro Policy Advisory Committee

February 14, 2007
Item 5 – New Look

MPAC Agenda Information

Agenda Item Title:

Discussion of draft RTP policy framework (Version 2.0)

Presenter: Kim Ellis and Tom Kloster (Metro)

MPAC Meeting Date: February 14, 2007

Purpose/Objective:

Discussion of the draft RTP policy framework (Version 2,0) and key issues identified by MTAC for MPAC discussion.

Action Requested/Outcome:

1. What 2040 design types are the highest priority for investments in the regional transportation system to best implement the Region 2040 vision? (Refer to Table 1 on page 11 of the draft RTP policy framework)
2. What should the regional investment priorities be for different parts of the region?
 - a. **Developed areas.** These are areas of the region that are primarily developed, with most new development occurring through refill and redevelopment. Potential investment priorities could be:
 - Managing the existing transportation system.
 - Leveraging refill and redevelopment.
 - Completing missing links (e.g., bike and pedestrian connections, transit service)
 - b. **Developing areas.** These are areas of the region that where new development will be a combination of greenfield and refill/redevelopment. Potential investment priorities could be:
 - Building urban transportation system (e.g., new capacity)
 - Completing missing links (e.g., bike and pedestrian connections, transit service and new street connections)
 - Managing the existing transportation system
 - c. **Undeveloped areas.** These areas are primarily new communities and recent additions to the urban growth boundary. Potential investment priorities could be:
 - Preserve right-of-way for future transportation system
 - Establish basic urban transportation system (e.g., new arterial capacity and connections that include bike and pedestrian facilities, transit service)
 - Completing missing links (e.g., bike and pedestrian connections, transit service and new arterial connections)
3. What transportation investments are of greatest importance to the economy of the region and state? (Refer to Goal 2 on page 17 of the draft policy framework)
Potential investment priorities could include:

- a. Ensure we can preserve the existing system to maintain what we have before expanding.
 - b. Freight reliability throughout the system.
 - c. Freight reliability to/from key industrial areas and intermodal facilities.
 - d. Moving workforce to jobs.
 - e. Provide access to new industrial lands.
4. Does the proposed “regional mobility corridor” management alternative to level-of-service provide a better measurement tool and strategy for monitoring and preserving mobility? (Refer to Goal 4, Objective 4.1 on page 19 of the draft policy framework and comments# 102 and 103 in the comment log)
 5. What constitutes equitable access for low-income, seniors and people with disabilities? (Refer to Goal 3 on page 18 of the draft policy framework)

Background and context:

In August, the Metro Council endorsed a 2040 outcomes-based process to guide RTP-related research and policy development and focused outreach activities. The outcomes-based approach relies on the eight 2040 Fundamentals as an expression of what the citizens of this region value to provide focus for what the RTP will address and monitor over time and to measure whether the plan is helping to maintain quality of life for the citizens of the region. The Regional Transportation Plan is a key tool for implementing the Region 2040 vision as expressed by the 2040 Fundamentals.

Since approval of the Regional Transportation Plan (RTP) update work program in June 2006, staff and the ECONorthwest team conducted research on the current transportation system. The research includes:

- targeted public outreach through the website, Councilor and staff presentations to business and community groups, a series of stakeholder workshops and scientific public opinion research.
- an analysis of current regional transportation system conditions and policies, and relevant finance, land use, environmental, economic and demographic trends affecting travel in the region.

A discussion draft RTP Chapter 1 policy framework (Version 1.0) was released on January 5, 2007 that responds to the research findings. Refinements are being made to the draft policy framework to respond to comments and issues raised by the Metro Council, Oregon Transportation Commission, Joint Policy Advisory Committee on Transportation (JPACT) and other Metro Advisory Committees, including the Transportation Policy Alternatives Committee (TPAC), Regional Freight and Goods Movement Task Force, Metro Technical Advisory Committee (MTAC) and the Metro Policy Advisory Committee (MPAC).

What has changed since MPAC last considered this issue/item?

A second draft policy framework (Version 2.0) was released on February 2 that has been refined to respond to 150 comments received between Jan. 5 and Feb. 5, 2007. MTAC identified a series of issues for MPAC discussion on February 7, 2007/

What is the timeline for further consideration of this agenda item (e.g., MTAC, MPAC, Council)

MPAC direction will be discussed further by MTAC on February 21. MTAC is scheduled to make a recommendation to MPAC on February 21. MPAC is scheduled to take action on the draft policy framework on February 28, 2007 through Resolution No. 07-3755 (For the purpose of Adopting the Policy Direction, Plan Goals and Objectives to Guide Development of the 2035 Regional Transportation Plan (RTP)). JPACT and the Metro Council are scheduled to take final action on the draft RTP policy framework and next steps on March 1 and March 15, 2007, respectively.

With MPAC, JPACT and Metro Council approval of Resolution No. 07-3755 (For the purpose of Adopting the Policy Direction, Plan Goals and Objectives to Guide Development of the 2035 Regional Transportation Plan (RTP)), the updated RTP Chapter 1 policy framework will guide Phase 3 of the process from March to August 2007. Proposed phase 3 activities include:

- Create inventory of transportation needs that responds to policy framework system design and management concepts.
- Develop case studies that apply policy framework system concepts in select locations in the region to demonstrate applicability.
- Develop performance measures for RTP systems analysis and evaluation of the policy framework system concepts in consultation with the ECONorthwest team.
- Develop revenue forecast and project solicitation process procedures and selection criteria in consultation with the ECONorthwest team.
- Solicit regional projects and program investments that best meet the goals and objectives for the regional transportation system.
- Conduct focus groups, informational presentations to business and community groups and web-based public outreach.

Recommendations from the Phase 3 analysis will be forwarded to the larger New Look process and be used to develop a discussion draft Regional Transportation Plan to be released for public comment in September 2007.

Summary of September to November 2007 Activities (Phase 4)

The discussion draft RTP will be released for a formal 45-day public comment period in September 2007. Refinements will be made to the plan to address comments received. The 2035 RTP is expected to be approved by JPACT and the Metro Council in November 2007, pending air quality analysis.



DATE: February 2, 2007

TO: RTP Interested Parties

FROM: Tom Kloster, Transportation Planning Manager
Kim Ellis, Principal Transportation Planner

SUBJECT: Regional Transportation Plan Policy Framework - Working Draft 2.0

The attached working draft is an updated policy framework for Chapter 1 of the Regional Transportation Plan (RTP), replacing nearly 70 pages of current policy language. The result is a dramatically simplified, more concise statement of intent for the plan that will guide planning for and investment in the region's transportation system.

Background

In June 2006, the Metro Council and JPACT approved a 2040-based outcomes work program and process to guide RTP-related research and policy development and focused outreach activities. The outcomes-based framework relies on the eight 2040 Fundamentals as an expression of what the citizens of this region value to provide focus for what the RTP will address and monitor over time and to measure whether the plan is helping to maintain quality of life for the citizens of the region. The Regional Transportation Plan is a key tool for implementing the Region 2040 vision as expressed by the 2040 Fundamentals.

Since approval of the Regional Transportation Plan (RTP) update work program in June 2006, staff and the ECONorthwest team conducted research on the current transportation system. The research includes:

- targeted public outreach through the website, Councilor and staff presentations to business and community groups, a series of five stakeholder workshops and public opinion research
- an analysis of current regional transportation system conditions and policies, and relevant finance, land use, environmental, economic and demographic trends.

Draft RTP Policy Framework (Working Draft Version 2.0)

A discussion draft RTP Chapter 1 policy framework (working draft version 1.0) was released on January 5, 2007 that responds to the research findings. Refinements have been made to the working draft version 1.0 to respond to comments and issues raised by the Metro Council, Oregon Transportation Commission, Joint Policy Advisory Committee on Transportation (JPACT) and other Metro Advisory Committees, including the Transportation Policy Alternatives Committee (TPAC), Regional Freight and Goods Movement Task Force, Metro Technical Advisory Committee (MTAC) and the Metro Policy Advisory Committee (MPAC).

Regional Transportation Plan Vision - Working Draft 2.0

Staff will continue addressing outstanding comments and issues remaining to be discussed during the two remaining TPAC workshops in a final recommended version that will be considered for approval by TPAC, MTAC, MPAC and JPACT in the next four weeks.

JPACT and the Metro Council are scheduled to take action on the draft RTP policy framework and next steps on March 1. JPACT and Metro Council approval of Resolution No. 07-3755 (For the purpose of Adopting the Policy Direction, Plan Goals and Objectives to Guide Development of the 2035 Regional Transportation Plan (RTP)) would formally begin Phase 3 of the RTP update (System Development and Analysis). A summary of anticipated activities that will occur during the remaining phases of the RTP update process are described below.

March to August 2007 Activities (Phase 3 – System Development and Analysis)

The updated RTP Chapter 1 policy framework will guide Phase 3 of the process from March to August 2007. Proposed Phase 3 activities include:

- Create inventory of transportation needs that responds to policy framework system design and management concepts.
- Develop case studies that apply policy framework system concepts in select locations in the region to demonstrate applicability.
- Develop performance measures for RTP systems analysis and evaluation of the policy framework system concepts in consultation with the ECONorthwest team.
- Develop revenue forecast and project solicitation process procedures and selection criteria in consultation with the ECONorthwest team.
- Solicit regional projects and program investments that best meet the Chapter 1 policy framework goals and objectives for the regional transportation system.
- Evaluate projects submitted by ODOT, TriMet, and local governments based on project solicitation procedures and selection criteria, and conduct system analysis.
- Conduct focus groups, informational presentations to business and community groups and web-based public outreach.

Recommendations from the Phase 3 analysis will be forwarded to the larger New Look process and be used to develop a discussion draft Regional Transportation Plan to be released for public comment in September 2007.

September to November 2007 Activities (Phase 4 – Adoption Process)

The discussion draft RTP will be released for a formal 45-day public comment period in September 2007. Refinements will be made to the plan to address comments received. The 2035 RTP is expected to be approved by JPACT and the Metro Council in November 2007, pending air quality analysis, before the current plan expires March 6, 2008.

WORKING DRAFT 2.0

Chapter 1 Regional Transportation Policy Framework For the Portland Metropolitan Region

Executive Summary

Transportation shapes our communities and our daily lives in profound and lasting ways. What we plan for today will affect the health of our communities, our economy and our environment for many years to come.

Leaders in this region have developed pioneering approaches to land use and transportation planning in the past. We have the leadership, the knowledge and the public will to compete in the global economy while protecting our enviable quality of life.

{ADD something about the history of transportation planning and funding and history of region's leadership to do something different and innovative to protect our quality of life.}

Framing the Crossroads

Looking ahead, the Portland metropolitan region is at an important crossroads. In order to keep thriving, our transportation system needs to respond in a responsible manner to powerful trends and challenges:

- **About a million more people are expected to live here in the next 25 years – an unprecedented rate of growth.** They will all need to get to work, school and stores, more than doubling the amount of freight, goods and services that will need to travel to this region by air and over bridges, roads, water and rails. Growing congestion accompanies this growth and threatens the economic competitiveness of our region and the State of Oregon, our environment and quality of life.
- **The economy of the Portland-Vancouver metropolitan region is transportation-dependent.** An international airport, river ports, rail connections and an interstate highway system make this region both a global transportation gateway and West Coast domestic hub for freight and tourism-related activities. The 2005 study, *Cost of Congestion to the Economy of the Portland Region*, estimated potential losses in the region of \$844 million annually from freight delays and lost jobs by 2025 if our investments do not keep pace with growth.

- **Geopolitical instability will continue to drive up transportation costs.** Rising prices for all petroleum products—not just fuel—are here to stay. For example, the price of liquid asphalt jumped 61 percent in Oregon during the first seven months of 2006—from \$207 a ton to \$333 a ton—doubling project costs in some cases. In addition, transportation costs per household in the region are also increasing. This is the second highest household expense after housing, with lower-income households spending a higher percentage of their income on transportation costs.
- **Federal and state transportation sources are not keeping up with growing needs.** At current spending levels and without new sources of funding, the federal highway trust fund will go broke in 2009. State purchasing power is steadily declining because the gas tax hasn't increased since 1993. As a result, there is increasing competition for transportation funds, yet fewer dollars to maintain the infrastructure we have, let alone fund new high-cost projects. Maintenance of our system of roads and bridges is being deferred and existing backlogs are expected to grow.

Where We Go From Here

Many of these issues are not new or unique to transportation planning in this region. While the Portland metropolitan region is faced with many of the same challenges that also face other metropolitan areas, these issues also pose an opportunity for the region to continue to be innovative in how we protect our quality of life and economy – mainly because this region already has such solid, well-integrated transportation and land use systems already in place, whereas other regions do not.

This important work begins with updating the policy framework for the region's transportation system to re-define the responsibility of the Regional Transportation Plan (RTP) to keep this region a great place to live and work for everyone, and preserve its unique qualities and natural beauty. The RTP must be different because the future will be different and it must respond to the values held by the residents of this region:

- **Land use choices and transportation planning are inextricably linked.** Transportation planning can be a powerful tool to promote efficient land use—and vice-versa—translating into greater personal convenience and a more efficient use of our transportation system.
- **Residents of the region tell us they want transportation plans to minimize environmental impacts.** In recent public opinion research, nearly two-thirds of the region's respondents put protection of air and water quality at the top of their list transportation planning priorities. Transportation plans, they said, must protect fish habitat, our drinking water, the air we breathe and our great Northwest landscape.
- **Residents of the region tell us they want a balanced transportation system that serves everyone.** Public opinion research says that public money should provide a transportation system with choices that serves people of all ages, incomes and abilities. System balance is important because it provides the residents of the region the opportunity to choose safe, reliable and more sustainable and affordable ways to get around. The region now has a better understanding of the relationship between an efficient transportation system and economic health. System balance is also important because it relieves the burden off any one mode of travel – most notably highways and regional arterials, and helps keeps business and commerce moving reliably.
- **Without sacrificing the need to aspire and inspire, the RTP must be fiscally realistic and responsible.** Federal regulations stipulate that we produce a

"fiscally constrained" plan, meaning that the total cost of the projects in the plan must correspond with "reasonably available" funding projections. The public wants government to fix and maintain what we have first, before building anything new. Government must demonstrate the existing transportation system works at maximum efficiency before asking the public to support new investments and funding sources. If we want the plan to include projects that cost more than we expect to have, we must develop a plan for realistic new funding sources to pay for them. We also need to make choices about what types of investments are most important and be strategic to maximize the public return on any investments that are made.

This RTP update poses an opportunity for the region to continue to be innovative in how we move forward to protect our quality of life and economy.

A Recommended Framework to Guide the Region's Response

This draft policy framework is a proposed new structure for Chapter 1 of the Regional Transportation Plan (RTP) that will eventually replace nearly 70 pages of current policy language. The result is a dramatically simplified, more concise statement of intent for the plan that will guide planning for and investment in the region's transportation system.

The purpose of this transition is to sharpen the focus of the RTP on those transportation actions that most affect the implementation of the 2040 Growth Concept and to respond to challenges. This framework reflects the continued evolution of regional transportation planning from a primarily project-driven endeavor to one that is framed by the larger set of outcomes that affect people's everyday lives and the quality of life in this region.

An outcomes-based plan requires careful monitoring to ensure that incremental decisions to implement the plan through corridor and project planning are consistent with the plan vision, as measured by specific outcomes, and flexible enough to adapt to the challenges of the 21st century.

To simplify Chapter 1 and better respond to the 2040 Fundamentals and powerful trends affecting this region, three key refinements to the existing RTP policy framework have been identified to guide development of the 2035 RTP and the design, management and governance of the regional transportation system:

1. **A regional street system concept that emphasizes a systems' perspective to guide how the transportation system is designed, managed and governed.** The framework calls for looking at the transportation system as an integrated, seamless system that supports all modes of travel - motor vehicle, transit, pedestrian, bicycle and freight – street design and the efficient management of the overall system. As a result, there are just two system maps - one for the design and management of the road system, which identifies the regional transportation system for all modes of travel, and one for the design and management of the regional transit system, which is discussed below.

This emphasis responds to recent policy direction from the federal and state levels to better link system management to planning for the region's transportation system as a cost-effective approach to improve travel choices and the performance and reliability of the system. The policy framework now focuses on a highly connected transportation system that provides travel choices, distributes traffic, and optimizes regional corridors for people and goods movement. This approach encompasses the transportation system management and operations (TSMO) and transportation demand management (TDM) work currently underway in the region. The RTP will continue to ensure a safe, continuous and attractive network of bikeways and pedestrian facilities on all regional streets in the region. The regional street design guidelines and livable streets handbooks will continue to guide the

design of streets to promote innovative stormwater and stream crossing practices and walking, biking and access to transit in the region. More specific strategies will be developed for how to achieve these objectives.

2. **A regional transit system concept that emphasize a web of transit options** that allows convenient movement to, from, within and between 2040 centers. In parts of the region where development focuses on regional and town centers, the RTP will move more toward providing radial systems serving centers, with overlap and connections providing the complex web of transit options necessary to serve growing demand. In areas where development focuses on main streets and within larger regional centers, the RTP focus will be to complete well-connected street and transit systems to allow convenient bicycle and pedestrian access and transfers for multi-destination trips.

This change in emphasis responds to significant growth in population and jobs in the areas outside the Central City that are difficult to serve with the current Central City focused hub-and-spoke system that developed for most of the 20th century. Beginning in the 1980's with a major redesign of the eastside Portland bus routes and continued development of transit centers throughout the region, TriMet began to respond to changing travel patterns in the region.

The RTP policy framework represents a deepening commitment to this approach, especially in parts of the region outside the older eastside neighborhoods in the City of Portland, where the road infrastructure and topography do not easily lend themselves to such a grid system. RTP background research demonstrated growing demand and desire for a web of convenient travel service connections between suburban areas of the region that remain also linked to the Central City. This is also consistent with dispersing travel patterns and more demand for transit trips that do not involve the Central City throughout the region, even though Central City demand remains high.

The RTP policy framework retains the regional transit service elements from the current RTP and integrates them in a different way to serve this growing demand. More specific strategies will be developed for how to achieve these objectives, with particular attention to supporting the total transit trip as well as transit-oriented development and pedestrian access needed to support transit service.

3. **A regional mobility concept that emphasizes managing capacity as a precious resource**, recognizing the region's ability to expand capacity is limited due to fiscal, environmental and land use constraints. This change responds to recent amendments to the Oregon Transportation Plan and federal legislation, which also recognize the issues inherent with traditional approaches to dealing with congestion.

This change moves the RTP away from level-of-service (LOS) as the primary tool used to determine transportation needs and define how much capacity is needed at the system planning level. The policy framework uses aggregate, multi-modal system design goals and objectives to inform investments in transportation system over time, including the addition of new road capacity. Reliability of the system, particularly for freight and goods movement, is also emphasized through a person-trip and goods movement capacity performance measure and travel time objectives and performance measures.

The traditional LOS measures (e.g., demand-to-capacity ratios and travel speeds) are recommended to be used as performance measures that would serve as diagnostic tools to monitor performance of the system over time, identify congestion "hot spots," and inform the timing and phasing of transportation capacity investments needed to implement the

regional street system concept. More specific strategies will be developed for how to achieve these objectives.

Implementation of this new framework will be both challenging and exciting, requiring a new level of collaboration between the Metro Council, public and private sector leaders, community groups, businesses and the residents of the region. Our success in addressing these complex challenges will be measured in many ways and by many people – including future generations who will live and work in the region.

Working Draft 2.0

CHAPTER 1

Regional Transportation Policy Framework For the Portland Metropolitan Region

TABLE OF CONTENTS

I. INTRODUCTION	9
OVERVIEW	9
DOCUMENT ORGANIZATION	9
II. REGIONAL CONTEXT.....	10
METRO CHARTER	10
2040 GROWTH CONCEPT	10
2040 FUNDAMENTALS	11
III. REGIONAL TRANSPORTATION PLAN POLICY FRAMEWORK	12
OVERVIEW	12
Organizational Structure for RTP Policy Framework (Goals and Objectives)	13
Purpose of the RTP Goals and Measurable Objectives.....	14
SYSTEM DESIGN AND MANAGEMENT	15
Overview	15
System Design and Management Goals and Objectives	15
Goal 1 Great Communities.....	16
Goal 2 Sustainable Economic Competitiveness and Prosperity	17
Goal 3 Transportation Choices.....	18
Goal 4 Reliable People and Goods Movement	19
Goal 5 Safety and Security	22
Goal 6 Human Health and the Environment	23
System Design Concepts.....	24
Overview	24
Network Elements	24
Regional Street Concepts	24
Local Street Concept.....	26
Regional Transit System Concept.....	27
Regional Freight System Concept.....	28
Regional Bike and Pedestrian System Concept	28
Design Elements	28
Street Design Concepts.....	28
Transit Design Concepts.....	31

System Management Concept	33
Overview	33
<i>System Management Elements</i>	34
<i>Demand Management Elements</i>	35
GOVERNANCE	36
Overview	36
Governance Goals and Objectives	37
Goal 7 Effective Public Involvement	37
Goal 8 Fiscal Stewardship	38
Goal 9 Accountability	40
GLOSSARY OF TERMS	1

I. INTRODUCTION

Overview

The primary mission of the Regional Transportation Plan is to implement the Region 2040 vision. This chapter presents the overall policy framework of goals and measurable objectives for the design, management and governance of the regional transportation system in support of that mission. The plan sets a direction for future planning and decision-making by the Metro Council and the implementing agencies, counties and cities in the Portland metropolitan region.

The RTP also serves as a long-range capital plan that will guide the public and private expenditure of billions of dollars from federal, state, regional and local revenue sources. Local transportation plans are required to be consistent with the RTP under state law. As a result, this policy framework will form the basis for transportation projects and programs that will be recommended in this plan. The objectives establish how a particular goal will be implemented. Performance measures will be used to make a determination of whether the proposed transportation system is adequate to serve planned land uses during the plan period. Specific action strategies will also be identified during Phase 3 of the process that will direct the implementing agencies, 3 counties and 25 cities in the Portland metropolitan region.

Document Organization

This document represents a statement of the desired outcomes for the region's transportation system to best support the Region 2040 vision. Eventually, this policy framework will become a chapter in the updated Regional Transportation Plan that will direct all transportation planning and project development activities in the Portland metropolitan region. The updated plan is anticipated to be approved by JPACT and the Metro Council in November 2007, pending air quality analysis.

This document is organized as follows:

- **Section I** provides an overview of the purpose and organization of this chapter.
- **Section II** describes the history and values surrounding the region's long-term vision for growth – Region 2040 - and the RTP as a key tool for implementing the Region 2040 vision.
- **Section III** describes the framework for the design, management and governance of the regional transportation system and the desired outcomes the region is trying to achieve. Performance measures are also proposed to assess the degree of success when evaluating investment alternatives and making decisions about future transportation investments.

A **glossary** of terms is provided at the end of the document for reference.

II. REGIONAL CONTEXT

Metro Charter

In 1978, the voters within the metropolitan areas of Clackamas, Multnomah and Washington counties approved a ballot measure that made Metro the nation's first directly elected regional government. That vote gave Metro the responsibility for coordinating the land use plans of the 28 jurisdictions in the region as well as other issues of "regional significance." In 1992, the voters of the region approved a charter that gave Metro jurisdiction over matters of metropolitan concern and required the adoption of a Regional Framework Plan.

*We, the people of the Portland area metropolitan service district, in order to establish an elected, visible and accountable regional government...that undertakes, **as its most important service, planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations...**¹ (emphasis added)*

This preamble, especially the emphasized passage above, lays the groundwork for all of Metro's regional planning activities to directly address sustainability and the region's quality of life, including development of the Regional Transportation Plan (RTP).

2040 Growth Concept

Adoption of the 2040 Growth Concept in 1995 responded to the mission called out in the Metro Charter and established a new direction for planning in the Portland metropolitan region by linking transportation investments to desired outcomes for urban form, the economy and the environment. The unifying theme of the 2040 Growth Concept is to preserve the region's economic health and livability while planning for expected growth in this region in an equitable and fiscally sustainable manner. This new direction reflected a regional commitment to implementation of a long-term strategy to protect the things that the residents of the Portland metropolitan region have consistently said they value: vibrant communities, a strong regional economy, access to jobs, affordable housing and nature, protecting habitat and the environment for wildlife and people, transportation choices and resources for future generations.

The 2040 Growth Concept contains a series of land-use building blocks that establish basic design types for the region. The 2040 Growth Concept land-use components, called 2040 Design Types, are grouped into a hierarchy that serves as a framework to prioritize RTP investments. Of these, the central city, regional centers and regionally significant industrial area and intermodal facilities components are most critical in terms of regional significance and their role in supporting implementation of the other growth concept design types. Substantial public and private investment will be needed in these areas over the long-term to realize the 2040 Growth Concept vision. These areas provide the best opportunity for public policy to shape development, and are, therefore, the best candidates for more immediate transportation system investments. The second highest investment priority land uses for transportation investments are the secondary land use components.

¹ Metro. *Preamble of Metro Charter as approved in 1992 and amended in 2000.*

Table 1 lists each 2040 Design Type, based on this hierarchy.² The hierarchy applies to areas in the urban growth boundary (UGB) and UGB expansion areas with adopted concept plans.

Table 1. Hierarchy of 2040 Design Types

Primary land-use components	Secondary land-use components
Central city	Employment areas
Regional centers	Town centers
Regionally significant industrial areas	Corridors
Freight and Passenger Intermodal facilities	
Tertiary urban land-use components	Other urban land use components
Local industrial areas	Inner neighborhoods
Station communities	Outer neighborhoods
Main streets	

Decisions about land use and transportation are inextricably linked and cannot be separated. Success of the 2040 Growth Concept, in large part, hinges on achieving the regional transportation goals and objectives identified in this plan.

2040 Fundamentals

In 1996, the Metro Council approved policies³ (*actions*) to implement the 2040 Growth Concept and committed to monitoring the progress of these actions. In 1997, the growth concept vision was condensed into eight fundamental values that express the region’s vision for implementation of the 2040 Growth Concept and desired outcomes for urban form and the health of our communities, our economy and our environment.

Adopted by the region in 1997 as part of the Regional Framework Plan, the 2040 Fundamentals focused the scope of efforts to monitor implementation of the Region 2040 plan and the degree to which the actions taken are achieving the Region 2040 vision over time. The 2040 Fundamentals embrace the ethics of sustainability described earlier for all Metro’s planning and 2040 implementation activities.

The Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept vision as well as other federal and state mandates for transportation planning.⁴ Planning and investments in the transportation system are the means to an end - residents of the region do not measure their quality of life by how good a plan is or how many bike lanes or highway miles are constructed in their community. Quality of life is measured by how well they live, the extent to which where they live is economically prosperous and affordable, how reliably people and goods can travel and the quality of the natural, community and social environments. These

² More detailed descriptions of the land use and transportation elements of each 2040 Design Type can be found in the Regional Urban Growth Goals and Objectives and Regional Framework Plan.

³ Metro. Urban Growth Management Functional Plan.

⁴ Development of the Regional Transportation Plan must also respond to a variety of mandates included in Oregon Transportation Plan, Oregon Transportation Planning Rule, and federal legislation such as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

elements are what people value and transportation planning and investments are a means to assure the region's quality of life and economy are protected.

The Regional Transportation Plan (RTP) blueprint described in this chapter relies on the 2040 Fundamentals as an expression of what the citizens of this region value to provide focus for what the RTP will address and monitor over time and to measure whether the plan is helping to maintain regional quality of life for its citizens. For purposes of the RTP, the 2040 Fundamentals have been consolidated into the 6 fundamentals described below:

- 1. Vibrant Communities** - *A vibrant place to live and work, and compact development that uses both land and infrastructure efficiently and focuses development in 2040 centers, corridors, and industrial and employment areas.*
- 2. Healthy Economy** - *A healthy economy that generates jobs and business opportunities and sustains the region's agricultural industry.*
- 3. Healthy Environment** - *Forests, rivers, streams, wetlands, air quality and natural areas are restored and protected.*
- 4. Transportation Choices** - *An integrated transportation system that supports land use and provides reliable, safe and attractive travel choices for people and goods.*
- 5. Equity** - *Equitable access to affordable housing, jobs, transportation, recreation and services for people in all income levels is provided.*
- 6. Fiscal Stewardship** - *Stewardship of the public infrastructure ensures that the needs and expectations of the public are met in an efficient and fiscally sustainable manner.*

To ensure integration of these fundamentals into the RTP and desired outcomes the implementation of the plan is trying to achieve, the following policy framework must be the foundation for all planning activities governed by the RTP.

III. REGIONAL TRANSPORTATION PLAN POLICY FRAMEWORK

Overview

The Regional Transportation Plan (RTP) is the blueprint for the regional transportation system in the Portland metropolitan region. The regional transportation system is defined as the interconnected network of throughways, arterials, air, marine and rail systems, high capacity and regional transit services, regional multi-use trails with a transportation function and bicycle and pedestrian facilities that are located on or connect directly to other elements of the regional transportation system.

The plan establishes the framework for the design, management and governance of all regional system investments, and is a statement of positive future outcomes that reflect public opinion and support what the residents of the region value most. The RTP also serves as a long-range capital plan that will guide the public and private expenditure of billions of dollars from federal, state, regional and local revenue sources. Local transportation plans are required to be consistent with the RTP under state law.

This RTP reflects the continued evolution of regional transportation planning from a primarily project-driven endeavor to one that is framed by the larger set of outcomes that affect people's everyday lives and the quality of life in this region.

An outcomes-based plan requires careful monitoring to ensure that incremental decisions to implement the plan through corridor and project planning are consistent with the plan vision, as measured by specific outcomes, and flexible enough to adapt to the challenges of the 21st century.

Organizational Structure for RTP Policy Framework (Goals and Objectives)

The RTP policy framework is organized into a series of *goals* and *measurable objectives* that have been identified to guide the design, management and governance of the region's transportation system to best support the 2040 Fundamentals.

- **Goals** are statements of purpose that describe long-term desired outcomes for the region's transportation system to support and implement the Region 2040 vision.
- **Measurable objectives** comprise two elements - an objective statement and a performance measure – that represent even more specific outcomes the RTP is trying to achieve.
 - **Objectives** are similar to goals as they also represent a desired outcome. However, an objective is an intermediate, shorter-term result that must be realized to reach the long-term goals the RTP is trying to achieve.
 - **Performance measures** characterize the objective with quantitative or qualitative data to assess how well objectives are being met. They can be applied at a system level and project level, and provide the planning process with a basis for evaluating alternatives and making decisions on future transportation investments.

The goals and measurable objectives are further organized into two sections. These sections are:

1. **System Design and Management** – Goals and measurable objectives that define desired outcomes for the physical design and management of the transportation system over time to best support the Region 2040 vision as expressed through the 2040 Fundamentals.
2. **Governance** - Goals and measurable objectives for that define desired outcomes for jurisdictional and fiscal governance of the transportation system to ensure meaningful public involvement, maximization of public investments and accountability to the public to build and maintain public trust in government.

A summary of the goals and measurable objectives is provided in Table 2.

Table 2. Regional Transportation Plan Goals

System Design and Management
<p>Goal 1 Great Communities Decisions about land use and multi-modal transportation infrastructure and services are integrated to promote an efficient and compact urban form that fosters good community design, optimization of public investments and encourages jobs, schools, shopping, services, recreational opportunities and housing proximity.</p>
<p>Goal 2 Sustainable Economic Competitiveness and Prosperity Multi-modal transportation infrastructure and services support a diverse, innovative and sustainable regional and state economy through the reliable and efficient movement of people, freight, goods, services and information.</p>
<p>Goal 3 Transportation Choices Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable access to affordable housing, jobs, services, shopping, educational, cultural and recreational opportunities and business access to the workforce.</p>
<p>Goal 4 Reliable People and Goods Movement Multi-modal transportation infrastructure and services provide a seamless and well-connected network of throughways, arterials, freight systems, transit services and bicycle and pedestrian facilities to ensure effective mobility and reliable travel choices for people and goods movement.</p>
<p>Goal 5 Safety and Security Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.</p>
<p>Goal 6 Human Health and the Environment Multi-modal transportation infrastructure and services foster physical activity and protect and enhance the quality of human health and natural ecological systems.</p>
Governance
<p>Goal 7 Effective Public Involvement All major transportation decisions are open and transparent, and grounded in meaningful involvement and education of the public, including those traditionally under-represented, businesses, institutions, community groups and local, regional and state jurisdictions that own and operate the region's transportation system.</p>
<p>Goal 8 Fiscal Stewardship Regional transportation planning and investment decisions maximize the return on public investment in infrastructure, preserving past investments for the future, emphasizing management strategies and prioritizing investments that reinforce Region 2040 and achieve multiple goals.</p>
<p>Goal 9 Accountability The region's government, business, institutional and community leaders work together so the public experiences transportation services and infrastructure as a seamless, comprehensive system of transportation facilities and services that bridge institutional and fiscal barriers.</p>

Purpose of the RTP Goals and Measurable Objectives

Collectively, the RTP goals and measurable objectives described in this chapter will be used to prioritize critical transportation investments that best support the long-term Region 2040 vision

for our region and the broader sustainability mission identified in the Metro Charter. The goals and measurable objectives will also be the basis for monitoring performance of the plan over time. Through evaluation and monitoring, the region can be sure that investments in the transportation system are achieving desired outcomes.

System Design and Management

Overview

Since the adoption of the Region 2040 Growth Concept in the mid-1990s, the region has embarked on an aggressive effort to further define urban form through design and management of the transportation system. For transportation, this effort has included a new emphasis on an interconnected multi-modal network and facility design and management that reinforces planned urban form, supports a healthy economy, protects natural systems and rural reserves and serves access needs for all people, including children, seniors and people with disabilities.

Regional street design guidelines contained in Metro's Livable Streets handbooks⁵ address federal, state and regional transportation planning mandates with street design concepts intended to support local and regional implementation of the 2040 Growth Concept. In addition, the evolution of new design and operations practices is allowing for better management of stormwater runoff and the impact of transportation systems on wildlife habitat and migration corridors.

Effective design and management of the transportation system support many desired outcomes, as set forth in the Region 2040 vision and the following RTP Goals and Measurable Objectives:

System Design and Management Goals and Objectives

The following goals and measurable objectives define the vision for the design and management of the regional transportation system to support the Region 2040 vision for the Portland metropolitan region.

⁵ The handbooks are: Creating Livable Streets: Streets for 2040, Green Streets: Innovative Solutions for Stormwater and Stream Crossings and Trees for Green Streets.

Goal 1 Great Communities

Goal Statement	Objectives	Potential Performance Measures
<p>Decisions about land use and multi-modal transportation infrastructure and services are integrated to promote an efficient and compact urban form that fosters good community design, optimization of public investments and encourages jobs, schools, shopping, services, recreational opportunities and housing proximity.</p>	<p>Objective 1.1 Compact Urban Form and Design - Design and manage the transportation system to complement and leverage Region 2040 land uses, reinforcing growth in and access to 2040 centers, industrial areas, intermodal facilities, corridors and employment areas with investment decisions.</p>	
	<p>Objective 1.2 2040 Implementation - Place the highest priority on investments that provide access to and within the Central City and regional centers and intermodal facilities.</p>	<ul style="list-style-type: none"> • <i>Percent of transportation investments in highest priority land uses (by 2040 land use).</i>
	<p>Objective 1.3 Parking Management - Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers, corridors, main streets and employment centers.</p>	

Goal 2 Sustainable Economic Competitiveness and Prosperity

Goal Statement	Objectives	Potential Performance Measures
<p>Multi-modal transportation infrastructure and services support a diverse, innovative and sustainable regional and state economy through the reliable and efficient movement of people, freight, goods, services and information.</p>	<p>Objective 2.1 Freight Reliability – Place the highest priority on transportation investments that maintain travel time reliability for time sensitive trips on the regional freight network and provide freight access to regionally significant industrial areas and freight intermodal facilities.</p>	<ul style="list-style-type: none"> • <i>Average daily truck delay for regional freight corridors.</i> • <i>LOS-based traffic congestion on regional freight routes.</i>
	<p>Objective 2.2 Regional Freight Connectivity – Promote the region’s function as a gateway for trade and tourism by ensuring efficient connections between freight and passenger intermodal facilities and destinations in and beyond the region.</p>	<ul style="list-style-type: none"> • <i>Percent of Industrial areas and freight intermodal facilities served by direct arterial connections to throughways.</i> • <i>Access to rail measure.</i>
	<p>Objective 2.3 Reliable Market Area Access - Ensure that businesses in 2040 Centers, Industrial Areas and Employment areas have adequate access to suppliers, customers and work force as measured in travel time, (as defined in Table 2).</p>	<ul style="list-style-type: none"> • <i>Auto and transit travel time contours for the Central city and selected regional centers, industrial areas and employment areas.</i> • <i>Truck travel time contours for regionally significant industrial areas.</i>

Goal 3 Transportation Choices

Goal Statement	Objectives	Potential Performance Measures
<p>Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable access to affordable housing, jobs, services, shopping, educational, cultural and recreational opportunities and business access to the workforce.</p>	<p>Objective 3.1 Travel Choices - Provide a balanced multi-modal transportation system that achieves Non-SOV modal targets for increased walking, bicycling, use of transit and shared ride by reducing reliance on the automobile and drive alone trips in the region.</p>	<ul style="list-style-type: none"> • <i>Percent of trips to work by walking, biking, transit and shared ride (by 2040 land use) to monitor progress toward Modal Targets in Table 3.</i>
	<p>Objective 3.2 Equitable Access and Barrier Free Transportation - Provide a seamless and coordinated transportation system that is barrier-free, provides affordable and equitable access to travel choices and serve the needs of all people and businesses, including people with low income, children, seniors and people with disabilities.</p>	<ul style="list-style-type: none"> • <i>Percent of homes within 30 minutes travel time of employment by auto and transit during peak periods.</i> • <i>Percent of jobs within 30 minutes of travel time to workforce by auto and transit during peak periods.</i> • <i>Percent of homes and parks within one-quarter mile of regional multi-use trail system.</i> • <i>Percent of homes and parks within one-half mile access (via neighborhood streets) of bikeways.</i> • <i>Percent of seniors and people with disabilities within one-quarter mile of regional transit service via continuous sidewalks/protected crosswalks.</i> • <i>Percent of environmental justice target area households within one-quarter mile of regional transit service.</i>

Goal 4 Reliable People and Goods Movement

Goal Statement	Objectives	Potential Performance Measures
Multi-modal transportation infrastructure and services provide a seamless and well-connected network of throughways, arterials, freight systems, transit services and bicycle and pedestrian facilities to ensure effective mobility and reliable travel choices for people and goods movement.	Objective 4.1 Regional Mobility - Manage the regional mobility corridors to maintain total person-trip and freight capacity and reasonable travel times during the peak and off-peak travel periods (see Figure 2).	<ul style="list-style-type: none"> • <i>Total person-trip and freight capacity for key corridors.</i> • <i>Travel times.</i>
		<ul style="list-style-type: none"> •

Goal Statement	Objectives	Potential Performance Measures
	<p>Objective 4.2 System Connectivity Provide a seamless and well-connected system of throughways, arterials, collectors, local streets, freight systems, transit services and bicycle and pedestrian facilities to ensure mobility and accessibility, consistent with Regional System Design Concepts.</p> <ul style="list-style-type: none"> • Objective 4.2.1 Throughway Connectivity - Provide a network of limited-access throughways to primarily serve interstate, intercity and inter-regional people and goods movement, consistent with Regional Street System Concept. 	<ul style="list-style-type: none"> • <i>Percent of Regional Centers, Industrial Areas and Freight Intermodal Facilities served by direct arterial connections to throughways.</i>
	<ul style="list-style-type: none"> • Objective 4.2.2 Street and Regional Transit Connectivity - Provide a complementary network of regional arterials at one-mile spacing, and community arterials streets at half-mile spacing and local streets at one-tenth mile spacing, with regional transit service on most arterial streets, consistent with Regional Street System Concept. 	<ul style="list-style-type: none"> • <i>Percent of homes and jobs within one-quarter mile of regional transit service.</i>
	<ul style="list-style-type: none"> • Objective 4.2.3 High Capacity Transit Connectivity - Provide a network of high capacity transit service that connects the Central City, Regional Centers and passenger intermodal facilities, consistent with Regional Transit System Concept. 	<ul style="list-style-type: none"> • <i>Percent served by high capacity transit service (by 2040 land use).</i> • <i>Percent of homes within one-half mile of high capacity transit service.</i>
	<ul style="list-style-type: none"> • Objective 4.2.4 Community Transit Connectivity - Provide a complementary network of community bus and streetcar service connections that serve 2040 Growth Concept centers, industrial areas, employment areas and corridors, and provide access to the regional high capacity transit network, consistent with Regional Transit System Concept. 	<ul style="list-style-type: none"> • <i>Percent of homes and jobs within one-quarter mile of community transit service.</i> • <i>Percent of homes and jobs within one-half mile of community transit service.</i>
	<ul style="list-style-type: none"> • Objective 4.2.5 Local and collector street connectivity – Provide a complementary network of local and collector street systems to reduce dependence on regional arterials and throughways for local circulation, consistent with Local Street System Concept. 	<ul style="list-style-type: none"> •
	<ul style="list-style-type: none"> • Objective 4.2.6 Bike Connectivity - Provide a continuous network of safe, convenient and attractive bikeways on all regional streets and improve access to transit facilities. 	<ul style="list-style-type: none"> • <i>Percent of street system with bikeways.</i> • <i>Measure of bicycle continuity.</i>

Goal Statement	Objectives	Potential Performance Measures
	<ul style="list-style-type: none"> • Objective 4.2.7 Pedestrian Connectivity - Provide a continuous network of safe, convenient and attractive pedestrian facilities on all regional streets and improve access to transit facilities. • Objective 4.2.7 Regional Multi-Use Trail Connectivity - Provide a continuous, complementary network of regional multi-use trails with a transportation function that connect primary and secondary 2040 land uses, on-street bikeways, and pedestrian and transit facilities. 	<ul style="list-style-type: none"> • <i>Percent of street system with sidewalks.</i> • <i>Percent of all transit stops with connecting sidewalks.</i> • <i>Intervals of controlled crossings of regional arterials.</i> • <i>Percent of regional multi-use trails with a transportation function completed.</i>
	<p>Objective 4.3 System Management – Place the highest priority on strategies that optimize the regional transportation system to enhance mobility, reliability and safety, consistent the system management concepts.</p>	
	<p>Objective 4.4 Demand Management – Place the highest priority on services, incentives, supportive infrastructure and awareness of travel options to reduce drive alone trips and enhance mobility and access, consistent the system management concepts.</p>	

Goal 5 Safety and Security

Goal Statement	Objectives	Potential Performance Measures
Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.	Objective 5.1 Improve Safety - Place the highest priority on investments that address safety-related deficiencies in the region's transportation infrastructure to reduce traffic fatalities and crashes per capita for all modes of travel.	<ul style="list-style-type: none"> • <i>Per capita traffic crashes and fatalities (by mode).</i> • <i>Percent and number of Safety Priority Index System (SPIS) locations addressed in past five years.</i> • <i>Per capita bicycle and pedestrian crashes and fatalities.</i>
	Objective 5.2 Energy Independence - Strive for energy security through reduced reliance on unstable energy sources.	<ul style="list-style-type: none"> • <i>Measure of energy independence.</i>
	Objective 5.3 Improve Security - Reduce vulnerability of the public, goods movement and critical transportation infrastructure to crime and emergencies (e.g., severe storms, earthquakes, landslides and flooding).	<ul style="list-style-type: none"> • <i>Measure of personal safety.</i>

Goal 6 Human Health and the Environment

Goal Statement	Objectives	Potential Performance Measures
<p>Multi-modal transportation infrastructure and services foster physical activity and protect and enhance the quality of human health and natural ecological systems.</p>	<p>Objective 6.1 Natural Environment – Protect, avoid and minimize impacts on wildlife and fish habitat and corridors, ecological viability and water quality.</p>	<ul style="list-style-type: none"> • <i>Acres of environmentally-sensitive land impacted by new transportation infrastructure.</i> • <i>Number and percent of culverts on regional road system that inhibit fish passage.</i> • <i>Acres of riparian corridors impacted by new transportation infrastructure.</i> • <i>Percent of street system with street trees that provide canopy for interception of precipitation.</i> • <i>Percent of street system with infiltration capacity.</i>
	<p>Objective 6.2 Clean Air – Protect and enhance air quality so that as growth occurs, human health and visibility of the Cascades and the Coast Range from within the region is maintained.</p>	<ul style="list-style-type: none"> • <i>Daily tons of smog forming, particulate and air toxics pollutants released.</i> • <i>Rates of asthma or other air-quality-related health incidents.</i>
	<p>Objective 6.3 Human Health - Promote physical activity, reduce noise impacts and advance efficient trip-making patterns in the region.</p>	<ul style="list-style-type: none"> • <i>Number of trips per capita per day.</i> • <i>Daily vehicle miles traveled per person.</i> • <i>Average trip length.</i> • <i>Average auto occupancy.</i> • <i>Percent of non-single occupancy vehicle trips (e.g., walking, bicycling, transit and shared ride).</i> • <i>Walk and bike trips to school.</i>

System Design Concepts

Overview

This section describes the transportation design concepts that make up the regional transportation system. Each concept serves as an aspirational ideal, guiding how to build and manage a regional transportation system that best serves the 2040 urban form. The design of the transportation system has profound and lasting impacts on a community. The following transportation system design elements reflect the fact that streets perform many functions, and the need to provide a well-designed transportation system to make the transportation system safer and more effective for all modes of travel while also support the Region 2040 vision. Implementation of the design elements is intended to promote community livability by balancing all modes of travel and address the function and character of surrounding land uses when designing streets of regional significance.

The system concepts are organized into:

- **network elements** that establish principles for building the complete transportation systems that help shape the region; and
- **design elements** that set forth principles of physical design of the system that help shape communities within the region

The system design concepts are the basis for the system needs analysis that follows in Chapter [blank] of this plan, and system investments shown in Chapter [blank] of the plan.

Network Elements

Regional Street Concepts

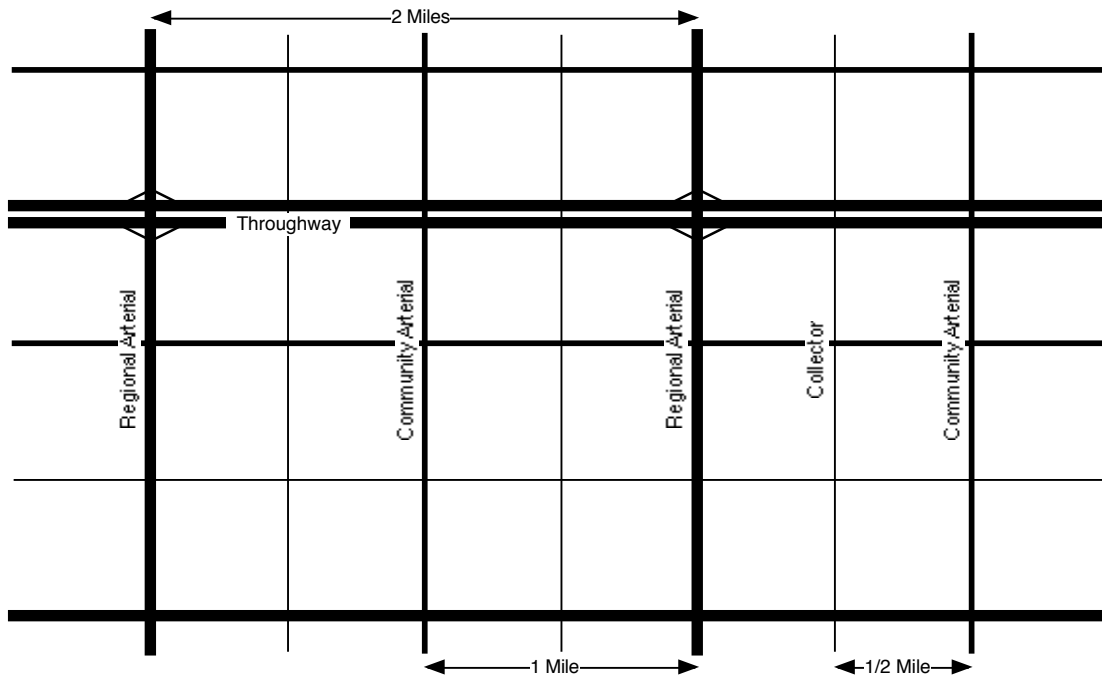
Though our region has changed dramatically over the past century, the shape of our street network serving our region has changed little. Most of our major streets were once farm-to-market roads, many established along Donation Land Claim boundaries at half-mile or mile spacing. Where it exists, this inherited network has proven to a good match for accommodating the changing travel demands of our growing region.

A modern system of throughway and transit mobility routes built from the 1960s through today complements the regional street system, carrying longer trips separately from the surface network. The regional street concepts seek to apply these proven networks to developing areas, while seeking opportunities to bring existing urban areas closer to this ideal.

Accessibility

The concept calls for one-mile spacing of 4-lane arterial streets, with 2-lane collector streets at half-mile marks. This system is multi-modal in design, serving automobiles, trucks, transit, bicycles and pedestrians. The 4-lane design reflect an optimal compromise for all of these modes, accommodating urban traffic levels, while also allowing for safe and reasonable bicycle and pedestrian travel.

Figure 1
Regional Street System Concept



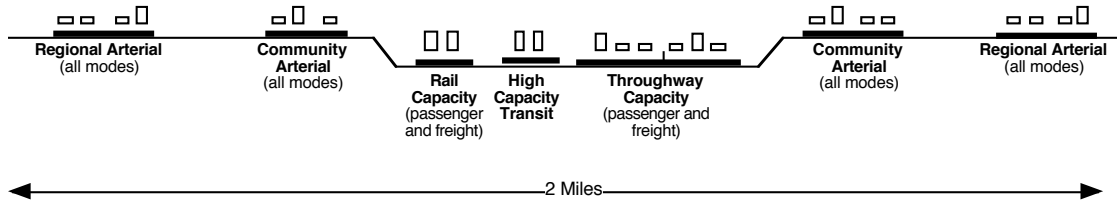
Note: Idealized concept showing preferred spacing of facilities and illustration of multi-modal corridors for capacity analysis. The ability to move between different facilities in the corridor to respond to congestion is essential.

Mobility

The fabric of connected arterial and collector streets is designed to allow for efficient, multi-modal travel at the community level. Complementing this fabric is a dispersed network of regional mobility corridors that allow for cross-regional and statewide travel. Throughways define most of these corridors, and are an increasingly scarce resource, having been largely built with federal subsidies in the 1960s and 70s.

Today, the throughways are typically 6-lane facilities in high demand, serving as the backbone of the regional economy. Several throughways are now complemented with high capacity transit lines built since the mid-1980s that provide an important passenger alternative to throughway commuting. Parallel arterial streets, heavy rail and multi-purpose paths further complement mobility in these corridors. These complementary facilities are bundled in two-mile wide bands for the purpose of system monitoring, access management and phasing of physical improvements.

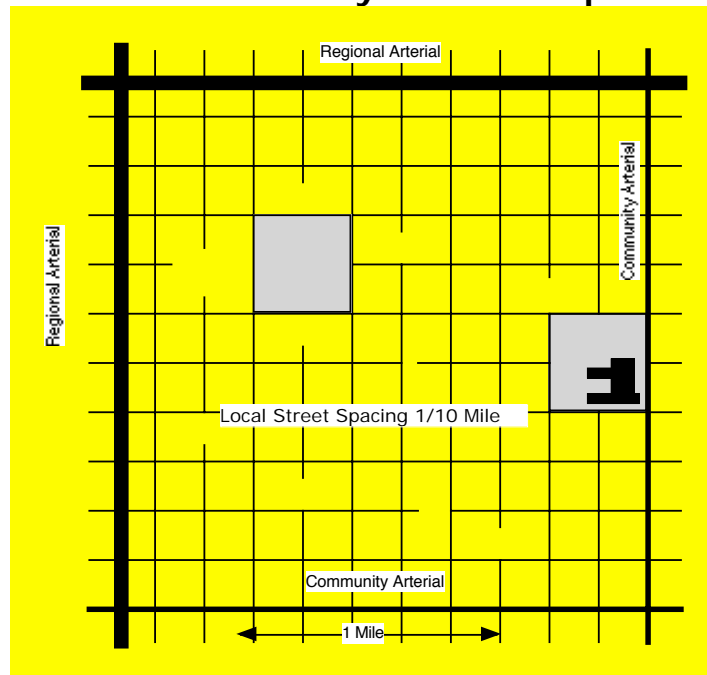
**Figure 2
 Regional Mobility Concept**



Local Street Concept

Local jurisdictions define the fabric of local streets within the mile-spacing network of regional arterials. Since the late 1990s, the region has enforced a minimum level of 1/10 mile for local street connectivity in the interest of minimizing local traffic on regional arterials, promoting bicycle and pedestrian travel and providing for the most direct access to transit on regional arterials from local street systems. More frequent bike and pedestrian connections are made where streets cannot be constructed.

**Figure 3
 Local Street System Concept**



Collector and Local Streets

Collector and local streets are not part of the regional transportation system, but provide an important complementary role to the design and optimization the regional transportation system. Collector and local streets are general access facilities that provide for community and neighborhood circulation, with average trip lengths of less than 2 miles.

The collector street system operates at the community level to provide local connections to the regional and community arterial systems. As such, collectors carry fewer motor vehicles than arterials, with reduced travel speeds. However, an adequate collector system is needed to serve these local travel needs. Collectors may serve as local bike, pedestrian and freight access routes, providing local connections to the arterial and transit network.

The local street system is used throughout the region to provide for local circulation and access. However, arterials in the region's are often congested due to a lack of local and collector street connections. In particular, the lack of local street connections forces local auto trips onto the throughways and the arterial network, resulting in significant congestion on these facilities.

Collector streets have two travel lanes and provide connections to the regional and community arterial system. Local streets have one or two travel lanes and a pavement width of 20-32 feet, on-street parking and sidewalks on two sides.

Regional Transit System Concept

High Capacity Transit Network

High capacity transit provides the backbone of the transit network connecting the Central City, Regional Centers, and passenger intermodal facilities. It operates on a fixed guideway within an exclusive right-of-way to the extent possible. High levels of passenger amenities are provided at transit stations and station communities including real-time schedule information, ticket machines, special lighting, benches, shelters, bicycle parking, and commercial services. Speed and schedule reliability are preserved using transit signal priority at at-grade crossings and/or intersections. Types of high capacity transit facilities and services include:

- Light Rail
- Commuter Rail
- Bus Rapid Transit
- Intermodal Passenger Facilities (Amtrak & Greyhound)

Regional Transit Network

The regional transit network relies on transit service headways of 15-minutes or less on all arterial roadways (all day and weekends when possible). This service also includes preferential treatments at regional transit stops and high ridership locations such as signal preemption and enhanced passenger amenities such as covered bus shelters, curb extensions and special lighting. Types of regional transit facilities include:

- Frequent & Regional Bus
- Streetcar
- Park-and-Ride Lots
- Regional Transit Stops

Local Transit Network

The local transit network provides basic service and access to the regional and high capacity transit networks. It also offers coverage and access to primary and secondary land-use components. Transit preferential treatments and passenger amenities are appropriate at high ridership locations. Sidewalk connectivity and protected crosswalks are critical elements of the local transit network. Types include:

- Streetcar
- Local Bus
- Park-and-Ride Lots
- Mini-Bus
- Para-Transit

Regional Freight System Concept

The regional arterials and throughway system routinely carries trucks that distribute goods across the region. But some routes in the regional transportation system are especially critical to the distribution of goods or access to the region's air, rail and marine freight terminals and are part of the Regional Freight System. A complementary network of heavy rail lines complement this system. The combination of these most critical arterials, throughways and rail lines are the components of the freight hub that connect the region to the larger state and Pacific Northwest economy. Figure X shows these critical components of the regional freight system.

Figure 4

[Place-holder for Freight Concept schematic under development]

Regional Bike and Pedestrian System Concept

[Place-holder under development]

Design Elements

Street Design Concepts

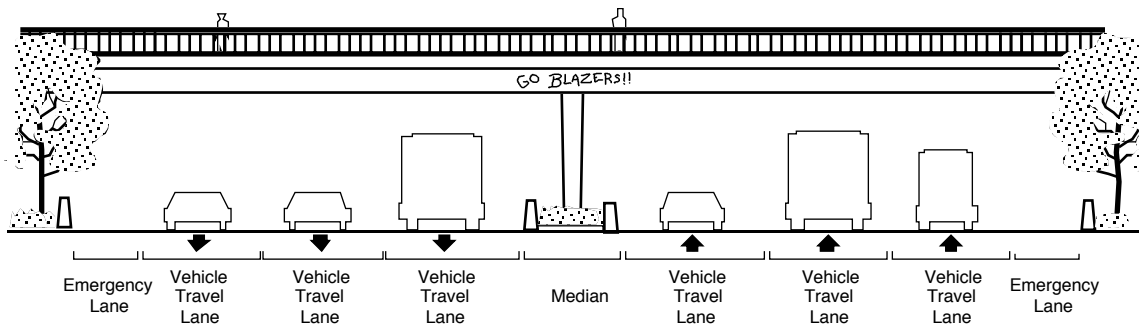
Though the individual design of roads is almost always uniquely tailored to specific site conditions, there are unifying features that are necessary to most urban settings, and thus a basic construct common to most regional roads. For the purpose of this plan, two design groupings for throughways and two for arterial streets are shown to illustrate these basic design principles.

Throughways

Limited-access facilities designed for interstate, intrastate and cross-regional travel with average lengths of 5 miles or more.

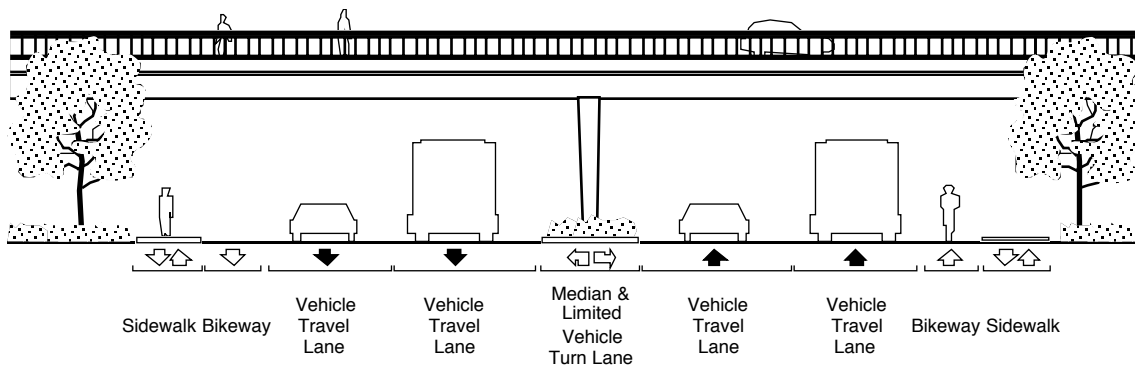
- *Freeways* - limited-access facilities of 4-6 through lanes with interchanges at spacing of no less than two miles.

Figure 5
Freeway Design Concept Elements



- *Highways* - limited access facilities of 4-6 through lanes with a mix of at-grade and separate-grade interchanges.

Figure 6
Highway Design Concept Elements



- *Parkways* - limited access facilities of 4 through lanes with a mix of at-grade and separate-grade interchanges, multi-use trail system and adjacent greenway.

Figure 7
Parkway Design Concept Elements

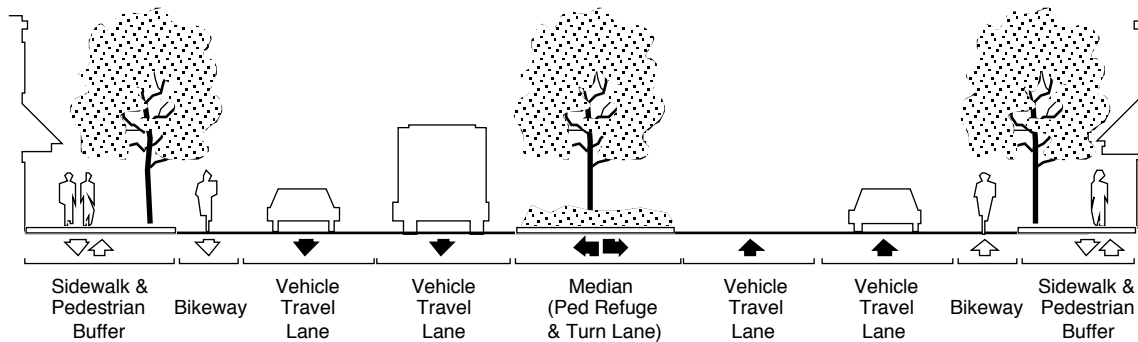
[Place-holder for Freight Concept schematic under development]

Regional Arterials

General access facilities that provide for sub-regional travel and access to throughways, with average trip lengths of less than 5 miles. Bikeway gaps on regional arterials could be addressed through projects off the regional street system.

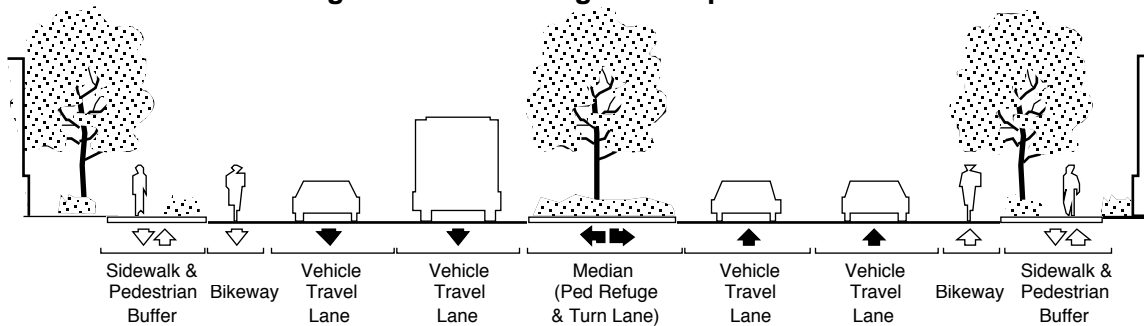
- *Regional Boulevards:* Four-lane facilities with turn lanes designed to emphasize transit, bicycle and pedestrian travel in 2040 Centers, Main Streets and Station Communities, while accommodating high traffic volumes at safe speeds.

Figure 8
Regional Boulevard Concept Design Elements



- *Regional Streets:* Four-lane facilities with turn lanes designed to serve all modes of travel in 2040 Industrial Areas, Corridors, Employment Areas and Neighborhoods, while accommodating high traffic volumes at safe speeds.

Figure 9
Regional Street Design Concept Elements

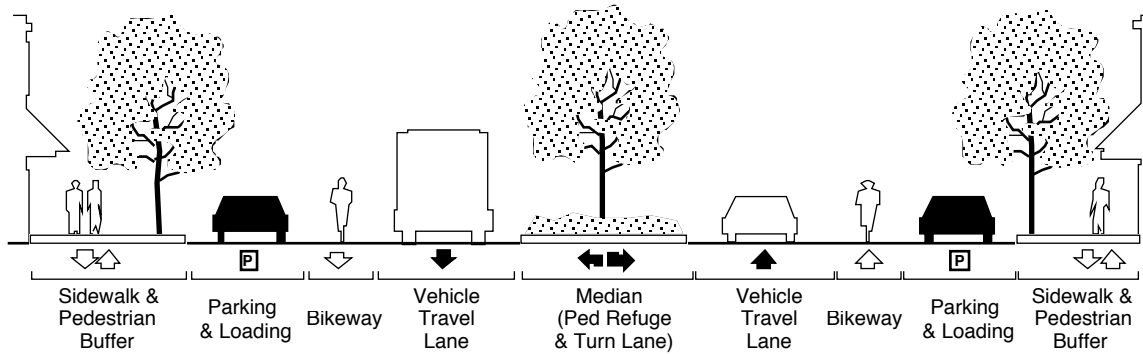


Community Arterials

General access facilities that provide for community travel and connections to regional arterials, with average trip lengths of less than 3 miles. Bikeway gaps on regional arterials could be addressed through projects off the regional street system.

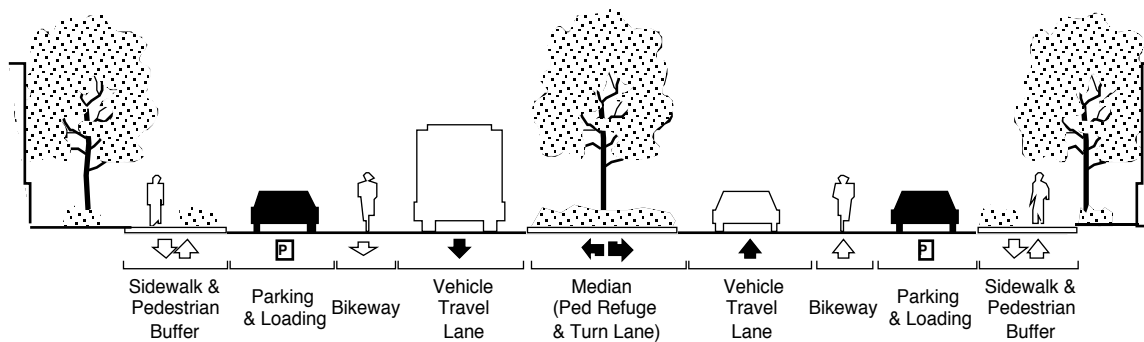
- *Community Boulevards:* Two or four-lane facilities with turn lanes designed to emphasize transit, bicycle, pedestrian travel and on-street parking in 2040 Centers, Main Streets and Station Communities.

Figure 10
Community Boulevard Design Concept Elements



- *Community Streets:* Two or four-lane facilities with turn lanes designed to serve all modes of travel in 2040 Industrial Areas, Corridors, Employment Areas and Neighborhoods.

Figure 11
Community Street Design Elements



Transit Design Concepts

The regional road system has carried public transit for more than a century, beginning with the streetcars of the early 1900s, and evolving to a combination of vans, buses, streetcars and light rail trains today. Light rail often occupies its own right-of-way, though also shares the street in the central city and other centers. The transit design concept calls for bus service on the balance of the regional arterial system, with streetcars on some streets in the central city and regional centers. These services require passenger infrastructure at stop and stations, and a pedestrian system that connects to adjacent local and collector streets.

Figure 12
Regional Transit System Concept

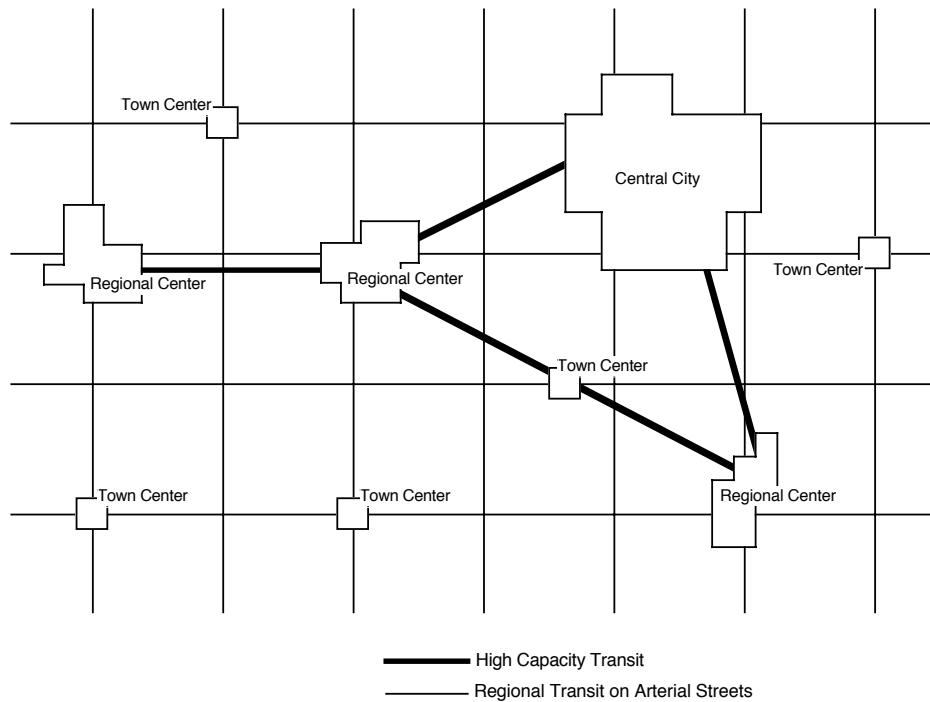


Figure 13
Regional Transit Service Types and Right-of-Way Treatment

Right of Way Treatment	Transit Service Types		
	High Capacity	Regional	Local
Fully dedicated guideway	MAX	Commuter rail	Tram
Partially dedicated guideway / priority treatment in mixed traffic		Bus rapid transit	Streetcar
Priority treatment in mixed traffic		Frequent service	
Mixed traffic		Other regional service	Local bus & shuttles

Note: Bus Rapid Transit by definition can cover a wider range of application, including fully dedicated guideway. Commuter rail can achieve higher capacity than represented with increased frequencies and train length.

System Management Concept

The preceding section on system design and management, five goals were listed:

- Great Communities
- Sustainable Economic Competitiveness and Prosperity
- Transportation Choices
- Reliable People and Goods Movement
- Safety and Security
- Human Health and Environment.

These goals and measurable objectives also guide management of the regional transportation system.

Overview

Transportation infrastructure represents a major public investment. Roads, bridges and Port facilities often constitute the largest assets owned by local governments and Port authorities.

Despite the effort put into designing an ideal system, the street, freight and transit networks sometimes do not perform up to their true potential. A road or rail line that does not provide good service provides a low return on investment. Therefore, managing the system so that the full potential is realized is a cost-effective way to increase the rate of return on the public's investment in the transportation system.

To accomplish this, many states and metropolitan areas are therefore looking at new models for managing the capacity that already exists on regional transportation systems, and for managing the addition of new capacity. Strategies that allow the region to better use the existing transportation system benefit all users of it.

The concept of regional system management has two components. The first component includes strategies that focus on making the infrastructure better serve the users. The second component includes programs that enable the users to take advantage of everything the system has to offer. These components are commonly known as system and demand management, respectively.

- System Management Elements

System management, which is also known as Transportation System Management and Operations (TSMO), requires a careful balance between safety and performance. Perhaps the most rudimentary example is a four-lane arterial with no signal timing, which does not fully utilize the existing capacity. A common TSMO strategy involves optimizing traffic signal timing to improve performance and safety. Signals, speed limits, access management and many other elements can be managed to improve the safety and performance of existing infrastructure and thereby maximize the value of the public investment and reliability of the system.

- Demand Management Elements

Demand management, which is also known as Transportation Demand Management (TDM), focuses on the user of the system, the barriers they encounter and the benefits of traveling efficiently for all trip purposes. TDM helps the system as a whole perform optimally by providing services, incentives, supportive infrastructure and awareness for travel options. Examples of each are: rideshare matching services; employer transit pass incentive programs; flex time programs, end-of-trip facilities like bike racks and showers; and, marketing programs that provide individualized travel information. These strategies also improve the performance of existing infrastructure and services, and thereby maximize the value of the public investment and reliability of the system

Application in the Portland Metropolitan Region

In some parts of the Portland metropolitan region, the transportation system is already complete, while in other parts of the region, especially those where new development is planned, significant amounts of infrastructure will be added. In both contexts, management strategies have great value. Where the system is already built-out, such strategies may be the only ways to manage congestion and achieve other objectives. Where growth is occurring, system and demand management strategies can be integrated before and during development to efficiently balance provision of capacity with demand.

Notably, technology is playing an increasing role in the implementation of transportation management strategies. The application of advanced technology to transportation, referred to as Intelligent Transportation Systems (ITS), can multiply the benefits of some strategies and create opportunities where none existed before. For example, a common strategy for managing thoroughways is to try to respond quickly when an incident occurs. This simple approach to system management does not require any advanced technology, but it benefits from surveillance devices that shorten the time it takes to determine that a crash or breakdown has occurred or communication technology that expedites the dispatching of a tow truck or police car, promoting coordination among responders.

System Management Elements

There are many types of system management strategies. The categories employed here reflect the fact that some of these strategies are implemented continuously while others are deployed in response to certain events, some of which can be anticipated while others cannot.

- **Operational Management**

These are strategies that are carried out continuously, such as traffic signals and ramp meters. Through ongoing management, minor adjustments can be made, sometimes in real-time, to improve the system performance. In the transit realm, for example, the location of buses can be monitored so that dispatchers know if one is behind schedule or off route.

- **Incident Management**

These strategies are oriented to situations that may arise at any time and for which operators must be prepared. The most common example is traffic or weather incidents, which includes crashes as well as breakdowns and stalls. When such events occur, the relevant operators are prepared to respond quickly so that traffic can be restored.

- **Event Management**

These strategies are also oriented to occasional situations but in this case, the events are known in advance, such as a parade, a major sporting event, a work zone or other kind of disruption. For example, with a major sporting event, departing spectators may create a strain on the local roads as well as the transit service. Operators can adjust signal timing, increase transit service and take other measures to limit the disruption.

Demand Management Elements

Demand management strategies are equally diverse. A meaningful way to categorize them is according to the travel choices that individuals make, including when, where, and how to go from one place to another for all types of trips.

- **Fewer and Shorter Trips**

These programs promote the concept that by combining trips, a person can save time and money (such as the cost of gas if they are driving). For example, doing several errands on one trip often requires less driving than making each errand separately. Living near work, school and shopping shortens trip length, allowing for walking trips which increases community health. Working from home via phone or computer is an option for some people to eliminate commute trips.

- **Mode choice**

These programs promote benefits and balance of transportation choices by, helping people efficiently get to work, school, shopping, and other trip purposes. While some trips may require travel by car, others are possible by walking, biking or taking transit. Some programs focus on travelers who are not using these options because they lack information that would increase their comfort. For example, many people would like to ride their bikes to work or school but are unaware of a map that can guide them to safe routes. Other programs in this category seek to increase use of options by such means as providing rideshare matching services, partially financing vanpools and reserving parking spaces for these vehicles. This example demonstrates that mode choice programs depend on providing services, incentives and supportive infrastructure while raising awareness.

- **Choice of route and timing**

These programs seek to help travelers find the best route and timing for their trips, and can also help select among modes. For example, some driving commuters take one route out of habit even though another route might be more reliable. The latest version of Google Maps compares transit and auto travel times and cost for trips. Other programs work closely with employers to allow employees to commute before or after the peak travel periods. Such programs depend on public-private partnerships to share knowledge and expertise.

- **Parking management**

{Placeholder for text under development}

- **Value Pricing**

Value pricing – sometimes called congestion pricing - involves the application of market pricing (through variable tolls, variable priced lanes, area-wide charges or cordon charges) to the use of roadways at times of peak usage. Value pricing has been successful in other parts of the U.S. and internationally at managing peak use on limited

roadway infrastructure by providing an incentive for drivers to select other modes, routes, destinations or times of day. By shifting discretionary peak hour travel to other transportation modes, routes or to off-peak times of day helps the system to operate more efficiently. In addition, those drivers who choose to pay the toll can benefit from significant savings in time. Similar variable charges have been utilized in other industries such as airline tickets, telephone rates and electricity rates. Value pricing is the only demand management tool that is location and time of day specific, making it uniquely effective in improving mobility and reliability of the transportation system while limiting vehicle miles traveled and congestion-related auto emissions. In addition, value pricing may generate revenues to help with needed transportation improvements.

Governance

Overview

While this RTP reflects a more fiscally-constrained approach to managing the transportation system, it also seeks to stabilize funding at a strategic level needed to support the Region 2040 Growth Concept and meet the desired outcomes described in the plan. Reaching a consensus on how best to deliver a transportation system that meets public expectations rests on a level of public involvement, fiscal stewardship and accountability that helps build public trust in government's ability to meet the region's transportation challenges today and in the future. The goals in this section are the vision for gaining that public trust.

Governance Goals and Objectives

Goal 7 Effective Public Involvement⁶

Goal Statement	Objectives	Potential Performance Measures
All major transportation decisions are open and transparent, and grounded in meaningful involvement and education of the public, including those traditionally under-represented, businesses, institutions, community groups and local, regional and state jurisdictions that own and operate the region's transportation system.	Objective 7.1 Meaningful Input Opportunities Develop a public involvement plan early in the planning process that includes timelines, key decision points and opportunities for meaningful input throughout the decision-making process consistent with Metro's adopted public involvement policy for transportation planning.	<i>Inclusiveness of planning process and opportunities for involvement.</i>
	Objective 7.2 Inclusion of Underrepresented - Involve those in the decision-making process who have traditionally been underrepresented in such processes and consider their needs in developing the transportation plan.	<i>Inclusiveness of planning process and opportunities for involvement.</i>
	Objective 7.3 Inclusion of Affected Stakeholders - Involve affected stakeholders, including resource agencies, business, institutional and community stakeholders, and local, regional and state jurisdictions that own and operate the region's transportation system in plan development and review.	<i>Inclusiveness of planning process and opportunities for involvement.</i>

⁶ Note that Goal numbering continues from Transportation Design and Management section.

Goal 8 Fiscal Stewardship

Goal Statement	Objectives	Potential Performance Measures
<p>Regional transportation planning and investment decisions maximize the return on public investments in infrastructure, preserving past investments for the future, emphasizing management strategies and prioritizing investments that reinforce Region 2040 and achieve multiple goals.</p>	<p>Objective 8.1 System Maintenance, Preservation and Management – Place the highest priority on the cost-effective maintenance, preservation, and management of existing transportation services and infrastructure .</p>	<ul style="list-style-type: none"> • <i>Condition of transportation system (by type).</i> • <i>Percent of road maintenance and preservation needs funded at local and state levels.</i>
	<p>Objective 8.2 Maximize Return on Public Investment - Place the highest priority on cost-effective investments that achieve multiple goals and ensure land use decisions protect public investments in infrastructure.</p>	<ul style="list-style-type: none"> • <i>Cost per vehicle hours of delay reduced.</i> • <i>Cost per lane miles of congestion reduced.</i> • <i>Transit trips per transit revenue hour.</i> • <i>Relative cost comparison for roadway and transit operations and maintenance.</i> • <i>Percent of funding spent on high-priority projects that achieve multiple goals.</i> • <i>Agreements between transit service providers and local jurisdictions on the provision of transit service and the build-out of priority 2040 land-use areas and related street infrastructure.</i>

	<p>Objective 8.3 Stable and Innovative Funding Strategies - Develop innovative public and private partnerships to advance long-term Region 2040 vision and establish appropriate revenue sources and financing mechanisms that provide consistent stable funding for operations, maintenance and preservation activities and priority regional transportation investments.</p>	<ul style="list-style-type: none"> • <i>New transportation funding secured beyond existing resources, including those forecasted as necessary for the financially constrained and the illustrative systems.</i> • <i>Transportation investments by funding source or strategy.</i> • <i>Public and private commitments to pursue appropriate revenue sources.</i>

Goal 9 Accountability

Goal Statement	Objectives	Potential Performance Measures
<p>The region's government, business, institutional and community leaders work together so the public experiences transportation services and infrastructure as a seamless, comprehensive system of transportation facilities and services that bridge institutional and fiscal barriers.</p>	<p>Objective 9.1 Representative Decision-Making- Ensure representation in regional decision-making is equitable.</p>	<p><i>Geographic distribution of JPACT and MPAC representation.</i></p>
	<p>Objective 9.2 Coordination and Cooperation - Improve coordination and cooperation among the local, regional and state jurisdictions that own and operate the region's transportation system to remove barriers so the system can function as one system and to better provide for state and regional transportation needs.</p>	<p><i>Percent of regional roadways connected to central operations center and ODOT operations center.</i></p>
	<p>Objective 9.3 Equitable Distribution - Develop a regionally balanced plan that provides equity in the distribution of investments (benefits and impacts).</p>	<p><i>Distribution of transportation investments (by environmental justice target area).</i></p>

GLOSSARY OF TERMS

Accessibility – The ability to move easily from one mode of transportation to another mode or to a given land-use destination. The more places that can be reached for a given cost, the greater the accessibility. Of equal importance is the quality of travel choices to a given destination. Accessibility is governed by both land-use patterns and the number of travel alternatives provided by the transportation system.

Access management – Measures regulating access to streets, roads and highways from public roads and private driveways. Measures may include but are not limited to restrictions on the siting of interchanges, restrictions on the type and amount of access to roadways, and use of physical controls, such as signals and channelization including raised medians, to reduce impacts of approach road traffic on the main facility.

Alternative transportation mode – This term refers to all passenger modes of travel except for single-occupancy vehicle, including bicycling, walking, public transportation, carpooling and vanpooling.

Americans With Disabilities Act (ADA) of 1990 – Civil rights legislation enacted by Congress that mandates the development of a plan to address discrimination and equal opportunity for disabled persons in employment, transportation, public accommodation, public services and telecommunications. TriMet's ADA transportation plan outlined the requirements of the ADA as applied to Tri-Met services, the deficiencies of the existing services when compared to the requirements of the new act and the remedial measures necessary to bring TriMet and the region into compliance with the act. Metro, as the region's metropolitan planning organization (MPO) is required to review TriMet's ADA Paratransit Plan annually and certify that the plan conforms to the Regional Transportation Plan. Without this certification, TriMet cannot be found to be in compliance with the ADA. ADA also affects the design of pedestrian facilities being constructed by local governments.

Bicycle – A vehicle having two tandem wheels, a minimum of 14 inches in diameter, propelled solely by human power, upon which a person or persons may ride. A three-wheeled adult tricycle is considered a bicycle. In Oregon, a bicycle is legally defined as a vehicle. Bicyclists have the same right to the roadways and must obey the same traffic laws as the operators of other vehicles.

Bicycle facilities – A general term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities, all bikeways and shared roadways not specifically designated for bicycle use.

Bike lane – A portion of a roadway that has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.

Bikeway – A bikeway is created when a road has the appropriate design treatment for bicyclists, based on motor vehicle traffic volumes and speeds. On-road bikeways include shared roadway, shoulder bikeway, bike lane or bicycle boulevard design treatments. Another type of bikeway design treatment, the multi-use path, is separated from the roadway.

Bus Rapid Transit: Bus Rapid Transit (BRT) service uses buses in their own guideway or mixed in traffic with limited stops and a range of transit priority treatments to provide with speed, frequency and comfort. This service runs at least every 15 minutes during the weekday and weekend mid-day base periods. Passenger amenities are concentrated at transit centers.

Regional rapid bus passenger amenities include schedule information, ticket machines, special lighting, benches, covered bus shelters and bicycle parking.

Capacity – The maximum number of vehicles (vehicle capacity) or passengers (person capacity) that can pass over a given section of roadway or transit line in one or both directions during a given period of time under prevailing roadway and traffic conditions.

Central City - The downtown and adjacent portions of the city of Portland. See the Growth Concept map and text.

Commuter rail: Commuter rail is the use of existing freight railroad tracks either exclusively or shared with freight use, for passenger service. The service is typically focused on peak commute periods but can be offered other times of the day when demand exists and where rail capacity is available. The stations are typically located one or more miles apart, depending on the overall route length. Stations offer basic amenities for passengers, bus and LRT transfer opportunities and parking if supported by adjacent land uses.

Corridors (2040 Design Type) - While some corridors may be continuous, narrow bands of higher intensity development along arterial roads, others may be more “nodal”, that is, a series of smaller centers at major intersections or other locations along the arterial which have high quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. So long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns - nodal or linear - may meet the corridor objective.

Cross-regional travel: longer trips that span the region, including interstate and intrastate travel, but occur within the larger metropolitan travelshed.

Exceptional Habitat Quality - "For the purpose of transportation planning, exceptional habitat quality may be defined as (1) riparian-associated wetlands identified under Title 3, locally or regionally significant wetlands, (2) locally or regionally rare or sensitive plant communities such as oak woodlands, (3) important forest stands contributing multiple functions and values to the adjacent water feature habitats of sensitive, threatened or endangered wildlife species, or (4) habitats that provide unusually important wildlife functions, such as (but not limited to) a major wildlife crossing/runway or a key migratory pathway.

Employee Commute Options (ECO) Rule – The ECO Rule is part of House Bill 2214 adopted by the 1992 Oregon Legislature. The rule directs the Department of Environmental Quality to institute an employee trip reduction program. The rule is designed to reduce 10 percent of commuter trips for all businesses that employ 50 or more persons at a single site.

Employment Areas - Areas of mixed employment that include various types of manufacturing, distribution and warehousing uses, commercial and retail development as well as some residential development. Retail uses should primarily serve the needs of the people working or living in the immediate employment area. Exceptions to this general policy can be made only for certain areas indicated in a functional plan.

Freight intermodal facility – An intercity facility where freight is transferred between two or more modes (e.g., truck to rail, rail to ship, truck to air, etc.).

Freight Mobility - The efficient movement of goods from point of origin to destination.

Frequent Bus: Frequent bus service provides local bus service that is more frequent than rapid bus, but is somewhat slower because it makes more stops, providing corridor service rather than nodal service along selected arterial streets. This service runs at least every 10 minutes and includes transit preferential treatments such as reserved bus lanes and signal preemption and enhanced passenger amenities along the corridor and at major bus stops such as covered bus shelters, curb extensions, special lighting and median stations.

Housing Affordability - The availability of housing such that no more than 30 percent (an index derived from federal, state and local housing agencies) of the monthly income of the household need be spent on shelter.

Industrial Areas - An area set aside for industrial activities. Supporting commercial and related uses may be allowed, provided they are intended to serve the primary industrial users. Residential development shall not be considered a supporting use, nor shall retail users whose market area is substantially larger than the industrial area be considered supporting uses.

Infrastructure - Roads, water systems, sewage systems, systems for storm drainage, telecommunications and energy transmission and distribution systems, bridges, transportation facilities, parks, schools and public facilities developed to support the functioning of the developed portions of the environment. Areas of the undeveloped portions of the environment such as floodplains, riparian and wetland zones, groundwater recharge and discharge areas and Greenspaces that provide important functions related to maintaining the region's air and water quality, reduce the need for infrastructure expenses and contribute to the region's quality of life.

Inner Neighborhoods - Areas in Portland and the older cities that are primarily residential, close to employment and shopping areas, and have slightly smaller lot sizes and higher population densities than in outer neighborhoods

Intermodal facility – A transportation element that accommodates and interconnects different modes of transportation and serves the statewide, interstate and international movement of people and goods. For example, an intermodal yard is a railyard that facilitates the transfer of containers or trailers. See also passenger intermodal facility and freight intermodal facility definitions.

Inter-city bus: Inter-city bus connects points within the region to nearby destinations, including neighboring cities, recreational activities and tourist destinations. Several private inter-city bus services are currently provided in the region.

Level of service (LOS) – A qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience and safety. An LOS rating of "A" through "F" describes the traffic flow on streets and highways and at intersections. The following table describes general traffic flow characteristics for each level of service on a street or highway:

LOS	Traffic Flow Characteristics
A	Virtually free flow; completely unimpeded
B	Stable flow with slight delays; reasonably unimpeded

- C Stable flow with delays; less freedom to maneuver
- D High density but stable flow
- E Operating conditions at or near capacity; unstable flow
- F Forced flow, breakdown conditions

Greater than F Demand exceeds roadway capacity, limiting volume than can be carried and forcing excess demand onto parallel routes and extending the peak period

Sources: 1985. Highway Capacity Manual (A through F descriptions)
Metro (>F Description)

Light Rail Transit: Light rail transit (LRT) is a frequent and high-capacity service that operates on a fixed guideway within an exclusive right-of-way to the extent possible, connecting the central city with regional centers. LRT also serves existing regional public attractions such as Civic Stadium, the Oregon Convention Center and the Rose Garden, and station communities. LRT service runs at least every 15 minutes during the weekday and weekend midday base periods with limited stops and operates at higher speed outside of downtown Portland. A high level of passenger amenities are provided at transit stations and station communities including schedule information, ticket machines, special lighting, benches, shelters, bicycle parking and commercial services. The speed and schedule reliability of LRT can be maintained by the provision of signal preemption at-grade crossings and/or intersections and grade separation where it is appropriate from the surrounding built environment.

Local Bus: Local bus lines provide coverage and access to primary and secondary land-use components. Local bus service runs as often as every 30 minutes on weekdays and may be more frequent during hours of peak demand. Weekend service is provided as demand warrants.

Main Streets - Neighborhood shopping areas along a main street or at an intersection, sometimes having a unique character that draws people from outside the area. NW 23rd Avenue and SE Hawthorne Boulevard in the City of Portland are current examples of main streets.

Marine facility – A facility where freight is transferred between water-based and land-based modes.

Mini-bus: Mini-bus service provides coverage in lower density areas by providing transit connections to primary and secondary land-use components. Mini-bus services, which may range from fixed route to purely demand responsive including dial-a-ride, employer shuttles and bus pools, provide at least a 60-minute response time on weekdays. Weekend service is provided as demand warrants.

Mobility – The ability to move people and goods from place to place, or the potential for movement. Mobility reflects the spatial structure of the transportation network and the level and quality of its service. Mobility is determined by such characteristics as road capacity and design speed.

Modal Targets. Targets for increased walking, biking, transit and shared ride as a percentage of all trips. The targets apply to trips *to, from and within* each 2040 Design Type. The targets reflect mode shares for the year 2040 needed to comply with Oregon Transportation Planning Rule objectives to reduce reliance on single-occupancy vehicles.

2040 Regional Non-SOV Modal Targets

2040 Design Type	Non-SOV Modal Target
Central city	60-70%
Regional centers	
Town centers	
Main streets	45-55%
Station communities	
Corridors	
Passenger Intermodal Facilities	
Regionally Significant and Local Industrial areas	40-45%
Freight Intermodal facilities	
Employment areas	
Inner neighborhoods	
Outer neighborhoods	

Mode Choice:

Outer Neighborhoods - Areas in the outlying cities that are primarily residential, farther from employment and shopping areas, and have larger lot sizes and lower population densities than inner neighborhoods.

Para-transit: Para-transit service is defined as non-fixed route service that serves special transit markets, including "ADA" service throughout the greater metro region.

Park-and-ride. Park-and-ride facilities provide convenient auto access to regional trunk route service for areas not directly served by transit. Bicycle and pedestrian access as well as parking and storage accommodations for bicyclists are considered in the siting process of new park-and-ride facilities. In addition, the need for a complementary relationship between park-and-ride facilities and regional and local land use goals exists and requires periodic evaluation over time for continued appropriateness.

Parking cash-out – This term refers to a transportation demand management strategy where the market value of a parking space is offered to an employee by the employer. The employee can either spend the money for a parking space, or pocket it and then use an alternative mode to travel to work. Measures such as parking cash-out provide disincentives for commuting by single-occupancy vehicles.

Passenger intermodal facilities: Passenger intermodal facilities serve as the hub for various passenger modes and the transfer point between modes. These facilities are closely interconnected with urban public transportation service and highly accessible by all modes. They include Portland International Airport, Union Station, Oregon City Amtrak station and inter-city bus stations.

Passenger rail: Inter-city high-speed rail is part of the state transportation system and extends from the Willamette Valley north to British Columbia. Amtrak already provides service south to California, east to the rest of the continental United States and north to Canada. These systems should be integrated with other transit services within the metropolitan region with connections to passenger intermodal facilities. High-speed rail needs to be complemented by urban transit systems within the region.

Pedestrian – A person on foot, in a wheelchair or walking a bicycle.

Pedestrian connection – A continuous, unobstructed, reasonably direct route between two points that is intended and suitable for pedestrian use. Pedestrian connections include but are not limited to sidewalks, walkways, accessways, stairways and pedestrian bridges. On developed parcels, pedestrian connections are generally hard surfaced. In parks and natural areas, pedestrian connections may be soft-surfaced pathways. On undeveloped parcels and parcels intended for redevelopment, pedestrian connections may also include rights of way or easements for future pedestrian improvements.

Pedestrian district. A pedestrian district is a comprehensive plan designation or implementing land use regulations designed to provide safe and convenient pedestrian circulation, with a mix of uses, density, and design that support high levels of pedestrian activity and transit use. The pedestrian district can be a concentrated area of pedestrian activity or a corridor. Pedestrian districts can be designated within the 2040 Design types of Central City, Regional and Town Centers, Corridors and Main Streets, as designated in local plans. Pedestrian districts emphasize a safe and convenient pedestrian environment, and facilities to support and integrate efficient use of several modes within one area (e.g., pedestrian, auto, transit, and bike).

Pedestrian facility – A facility provided for the benefit of pedestrian travel, including walkways, crosswalks, signs, signals, illumination and benches.

Pedestrian Scale - An urban development pattern where walking is a safe, convenient and interesting travel mode. It is an area where walking is at least as attractive as any other mode to all destinations within the area. The following elements are not cited as requirements, but illustrate examples of pedestrian scale: continuous, smooth and wide walking surfaces; easily visible from streets and buildings and safe for walking; minimal points where high speed automobile traffic and pedestrians mix; frequent crossings; storefronts, trees, bollards, on-street parking, awnings, outdoor seating, signs, doorways and lighting designed to serve those on foot; well integrated into the transit system and having uses which cater to people on foot.

Posted Speed – This term refers to the posted speed limit on a given street or the legal speed limit as defined in ORS 811.105 and 811.123 when a street is not posted.

Preliminary design – An engineering design that specifies in detail the location and alignment of a planned transportation facility or improvement.

Rail main line – Class I rail lines (e.g., Union Pacific and Burlington Northern/Sante Fe).

Reasonably direct – Either a route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.

Regional bus: Regional bus service is provided on most arterial streets. This type of bus service operates with maximum headways of 15 minutes during most of the day and may be seven days per week with conventional stop spacing along the route. Transit preferential treatments and passenger amenities such as bus shelters, special lighting, signal preemption and curb extensions are appropriate at high ridership locations.

Regional Centers - Areas of mixed residential and commercial use that serve hundreds of thousands of people and are easily accessible by different types of transit. Examples include traditional centers such as downtown Gresham and new centers such as Gateway and Clackamas Town Center.

Regional trails with transportation function: Multi-use paths with a transportation function are paved, off-street facilities connections that accommodate pedestrian and bicycle travel and meet the requirements of the Americans with Disabilities Act. These connections are likely to be used by people walking or bicycling to work or school, to access transit or to travel to a store, library or other local destination. Regional multi-use paths that support both utilitarian and recreational functions are included as part of the regional transportation system. These paths are generally located near or in residential areas or near mixed-use centers. Bicycle/pedestrian sidewalks on bridges are also included in this definition. In terms of design, multi-use paths are physically separated from motor vehicle traffic by open space or a barrier, and are either within the road right-of-way or within an independent right-of-way. Bicyclists, pedestrians, joggers, skaters and other non-motorized travelers use these facilities.

Regional transit stops. Regional transit stops are intended to provide a high degree of transit passenger comfort and access. Regional transit stops are located at stops on light rail, commuter rail, rapid bus, frequent bus or streetcar lines in the central city, regional and town centers, main streets and corridors. Regional transit stops may also be located where bus lines intersect or serve intermodal facilities, major hospitals, colleges and universities. Regional transit stops shall provide schedule information, lighting, benches, shelters and trash cans. Other features may include real time information, special lighting or shelter design, public art and bicycle parking.

Regional transportation system: The regional transportation system is the interconnected network of throughways, arterials, air, marine and rail systems, high capacity and regional transit services, regional multi-use trails with a transportation function and bicycle and pedestrian facilities that are located on or connect directly to other elements of the regional transportation system.

Reload facility – An intermediary facility where freight is reloaded from one land-based mode to another.

Right-of-way (ROW) – This term refers to publicly-owned land, property or interest therein, usually in a strip, within which the entire road facility (including travel lanes, medians, sidewalks, shoulders, planting areas, bikeways and utility easements) must reside. The right-of-way is usually defined in feet and is acquired for or devoted to multi-modal transportation purposes including bicycle, pedestrian, public transportation and vehicular travel.

Roads – This term is used to collectively refer to throughways, regional and community arterials, collectors and local streets.

Shared roadway – A type of bikeway where bicyclists and motor vehicles share a travel lane.

Sidewalk – A walkway separated from the roadway with a curb, constructed of a durable, hard and smooth surface, designed for preferential or exclusive use by pedestrians.

Single-occupancy vehicle (SOV) – This term refers to vehicles that are carrying one person.

Station Communities - The area generally within a 1/4- to 1/2-mile radius of light rail stations or other high capacity transit which is planned as a multi-modal community of mixed uses and substantial pedestrian accessibility improvements.

Streetcar: Street cars provide fixed-route transit service mixed in traffic for more locally oriented trips in higher density mixed-use centers. Streetcar services often provide local circulator service and also serves as a potent incentive for denser development in centers. This service runs at least every 15 minutes and includes transit preferential treatments such as signal preemption and enhanced passenger amenities along the corridor such as covered bus shelters, curb extensions and special lighting.

Stewardship - A planning and management approach that considers environmental impacts and public benefits of actions as well as public and private dollar costs.

Telecommute – This term refers to a transportation demand management strategy whereby an individual substitutes working at home for commuting to a work site on either a part-time or full-time basis.

Town Centers - Areas of mixed residential and commercial use that serve tens of thousands of people. Examples include the downtowns of Forest Grove and Lake Oswego.

Traffic – The number of motor vehicles in a given location at a given point in time.

Traffic calming – A transportation system management technique that aims to prevent inappropriate through-traffic and reduce motor vehicle travel speeds on a particular roadway. Traditionally, this technique has been applied to local residential streets and collectors and may include speed bumps, curb extensions, planted median strips or rounds and narrowed travel lanes.

Transit-oriented development – A mix of residential, retail and office uses and a supporting network of roads, bicycle and pedestrian ways focused on a major transit stop designed to support a high level of transit use. The key features include:

- (a) A mixed use center at the transit stop, oriented principally to transit riders and pedestrian and bicycle travel from the surrounding area;
- (b) High density of residential development proximate to the transit stop sufficient to support transit operation and neighborhood commercial uses within the TOD;
- (c) A network of roads, and bicycle and pedestrian paths to support high levels of pedestrian access within the TOD and high levels of transit use.

Transportation demand management (TDM) –Actions that are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include but are not limited to the use of alternative modes, ride-sharing and vanpool programs, and trip-reduction ordinances.

Transportation disadvantaged/persons potentially underserved by the transportation system – Individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

Transportation facilities – Any physical facility that moves or assist in the movement of people or goods including facilities identified in OAR 660-012-0020 but excluding electricity, sewage and water systems.

Transportation management associations (TMA) – This term refers to non-profit coalitions of local businesses and/or public agencies dedicated to reducing traffic congestion and pollution and improving commuting options for employees.

Transportation system management (TSM) – Strategies and techniques for increasing the efficiency, safety, capacity or level of service of a transportation facility without increasing its size. Examples include, but are not limited to, traffic signal improvements, traffic control devices including installing medians and parking removal, channelization, access management, re-stripping of HOV lanes, ramp metering, incident response, targeted traffic enforcement and programs that smooth transit operations.

Transportation system plan (TSP) – A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

Travel options - **Truck terminal** – A facility that serves as a primary gateway for commodities entering or leaving the metropolitan area.

Urban Form - The net result of efforts to preserve environmental quality, coordinate the development of jobs, housing, and public services and facilities, and inter-relate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another. Urban form, therefore, describes an overall framework within which regional urban growth management can occur. Clearly stating objectives for urban form and pursuing them comprehensively provides the focal strategy for rising to the challenges posed by the growth trends present in the region today.

Vehicle miles of travel (VMT) – Automobile vehicle miles of travel. Automobiles, for purposes of this definition, include automobiles, light trucks, and other similar vehicles used for movement of people. The definition does not include buses, heavy trucks and trips that involve commercial movement of goods. VMT includes trips with an origin and a destination within the MPO boundary and excludes pass through trips (i.e., trips with a beginning and end point outside of the MPO) and external trips (i.e., trips with a beginning or end point outside of the MPO boundary). VMT is estimated prospectively through the use of metropolitan area transportation models.

Walkway – A hard-surfaced transportation facility intended and suitable for use by pedestrians, including persons using wheelchairs. Walkways include sidewalks, surfaced portions of accessways, paths and paved shoulders.

Wide outside lane – A wider than normal curbside travel lane that is provided for ease of bicycle operation where there is insufficient room for a bike lane or shoulder bikeway.



METRO

Regional Transportation Plan Chapter 1 – Working Draft 1.0 Summary of Comments Received and Recommendations

(comments received January 5 through February 5, 2007)

This document summarizes comments received in writing and during discussions of the Metro Council, Metro advisory committees and the Oregon Transportation Commission. Except where noted, recommendations were incorporated into Working Draft 2.0. Outstanding comments will be addressed in the final recommended draft RTP policy framework. Actual written comments are attached for reference.

Comment #	Comment	Source	Recommendation
Comments on preface			
1.	Expand preface to describe proposed changes from cover memo and rationale for a new approach for the RTP	Metro Council	Added language.
2.	Vision is over used throughout overview – 2040 is the vision. Add language that RTP is also a capital plan, implementation strategy and binding document that directs expenditures in the region.	Metro Council	Added language and reference to Chapter 1 as a policy framework.
3.	Vision section needs to be clear and focused. Subsequent sections should flow from vision to goals to objectives and performance measures	City of Beaverton	Added language.
4.	Expand notion of economic competitiveness beyond the region to be “global competitiveness.” The Portland region’s transportation system is critical to the state’s economy and global competitiveness.	Oregon Transportation Commission, Freight Task Force	Added text to this effect. in preface and new Goal 2.
5.	Page 1 - Add “and threatens the environment and quality of life” to the first bullet	Metro Council	Added language.
6.	Define the major transportation system (page 3)	City of Tualatin and City of Milwaukie	Changed text to refer to “regional transportation system” and added definition to glossary.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
7.	Add language to the preface that the region now has a better understanding of the relationship between an efficient transportation system and economic health.	Port of Portland	Added language.
8.	Expand notion of economic competitiveness beyond the region to be “global competitiveness.”	Oregon Transportation Commission, Freight Task Force	Added text to this effect. in preface and new Goal 2.
9.	Clarify the goals and measurable objectives are provisional to be used to analyze RTP scenarios and may be refined based on findings from this research.	Metro Council	New language to be added describing this. Currently addressed in cover memo.
10.	Add language to the preface that the region now has a better understanding of the relationship between an efficient transportation system and economic health.	Port of Portland	Added language.
11.	Clarify that RTP vision recognizes that some capacity investments will be necessary.	TPAC workshop, Freight Task Force, Oregon Transportation Commission, JPACT	Added new language describing this.
12.	Memo, Page 3 - First bullet describes a reasonable approach for transit, but may be incomplete. Overlapping radial systems make sense, especially on the Westside where a grid system is not easily carved out, but only if and when centers mature to the point where they can generate enough demand. A roadway network that is relatively complete and more grid-like, however, is preferred as it affords easy transfers at route intersections and allows travel from almost any point to almost any point without out-of-direction travel through a center. We suggest rephrasing this description to something more like: "The transit system map will be expanded to reflect a design and management approach for providing service that allows convenient movement to, from, and between 2040 centers. In parts of the region where development focuses on centers, the approach will move more toward providing radial systems serving centers, with overlap and connections providing the complex web of transit options necessary to serve growing demand. In areas where development focuses on Mainstreets and within larger regional centers, the approach will be to complete grid systems allowing convenient transfers for multi-destination	Trimet	Added language to executive summary and transit concept sections as proposed.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
13.	trips." Memo Page 3 - First bullet describes a reasonable approach for transit, which TriMet has been moving to since the early 1980's as we developed regional transit centers and more crosstown bus service. The description in the rationale is misleading. Suggest new wording as follows: " Significant growth in population and jobs in the areas outside the Central City are difficult to serve with the Central City focused hub-and-spoke system that developed for most of the 20th century. Beginning in the 1980's with a major redesign of the eastside bus routes and continued development of transit centers throughout the region, TriMet began to respond to changing travel patterns in the region. This statement represents a deepening commitment to this approach, especially in parts of the region outside the older neighborhoods of Portland's eastside, where the road infrastructure and topography do not easily lend themselves to such a grid system. RTP background research demonstrated growing demand and desire for a web of convenient travel service connections between suburban areas of the region that remain also linked to the Central City. This is also consistent with dispersing travel patterns and more demand for transit trips that do not involve the Central City throughout the country, even though Central City demand remains high. The RTP vision retains...." (continue as written originally)"	Trimet	Added language to executive summary and transit concept sections as proposed.
14.	It is difficult to find the transportation focus in this opening chapter of the Regional Transportation Plan. The current focus is about land use and attaining land use goals through other means, specifically by controlling transportation. A transportation plan should first and foremost include transportation goals, and meet transportation needs while also considering other factors and needs, such as land use, human health, and the environment.	FHWA	The draft framework is very much about the regional transportation system and its role in shaping our communities and our region to achieve the Region 2040 vision. In the Portland metropolitan region, the RTP serves as the Metropolitan Transportation Plan under federal law, but also as a regional transportation system plan under state law and a regional functional plan under the Metro charter. All of the goals and measurable objectives represent goals

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			for the <u>regional transportation system</u> that recognize that investments in the transportation system cannot be made in isolation and need to go beyond merely “considering other factors and needs such as land use, human health and the environment.” We believe recent changes in federal legislation – including approval of SAFETEA-LU and efforts to better link NEPA and transportation planning - support more meaningfully addressing these important, and publicly valued, components of our region in addition to the economy, which was not mentioned in your comments. Language has been added to the Version 2.0 draft to further emphasize this focus.
Comments on Section II			
15.	Clarify transportation decisions are land use decisions and vice-versa.	Metro Council	Added language to executive summary and following Table 1.
16.	Ethics of sustainability overlap with 2040 Fundamentals and are confusing given public outreach focused on the 2040 Fundamentals	ODOT	Deleted section.
17.	Map the eight goals back to the 2040 fundamentals for consistency and clarity.	ODOT	Will add figure showing how RTP goals relate to 2040 Fundamentals once goal statements are finalized.
18.	Employment areas should be considered a secondary priority land use	TPAC workshop	Revised Table 1.
19.	The land use design types listed do not match Metro’s own hierarchy of 2040 design types, which only identifies the Central City, Regional Centers, Regionally Significant Industrial Areas (RSIAs), and Intermodal Facilities as Primary land use components. Other Industrial Areas, Station Communities, Town Centers, Main Streets and Corridors are secondary land use components. <u>Employment Areas rank last</u>	ODOT	New language added to clarify recommended investment priorities. Moved employment areas to secondary land use components. Application of this hierarchy to new urban areas with adopted concept plans is also

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	<p>along with Inner and Outer neighborhoods. In addition, the list of priority land use design types is simply too long to meaningfully prioritize transportation investments. There is likely not enough money to meet the transportation needs of all the Regional Centers, RSAs and Intermodal Facilities, let alone the secondary or tertiary land use components. Metro must decide what its policy is for prioritizing between investments that benefit certain land use design types, between developed, urban areas and newly urbanizing areas, and between intraregional circulation versus mobility of through traffic.</p>		<p>described.</p>
20.	<p>Page 3, second paragraph: We agree that generally transportation is a means to an end, not a goal in itself. However, the description of Quality of Life seems incomplete: people do value the ability to get to all the wonderful things the region and the state have to offer. The proximity and accessibility of the natural, cultural, community and social amenities of the region are very much part of the quality of life, and this has been expressed in some of the workshops we have attended. Conversely, congestion is seen as a detriment to quality of life.</p>	ODOT	<p>New language added to connect quality of life impacts to congestion.</p>
21.	<p>Page 6, third paragraph: the bulleted items are called “outcomes”, but it is not clear what the purpose of this paragraph is. It seems to be yet another listing of the same words that are found under sustainability, 2040 fundamentals, and RTP Goals.</p>	ODOT	<p>Deleted bulleted items as they are repetitive of goal statements that followed.</p>
22.	<p>Expand 2040 Fundamental #2 that a healthy economy also supports the region’s gateway function for the rest of the state.”</p>	Port of Portland	<p>Added this idea to new Goal 2 , Objective 2.2 and the preface.</p>
23.	<p>Clarify that the primary mission of the RTP is to support and implement the region 2040 vision, not managing growth.</p>	Port of Portland and JPACT	<p>Added language to overview in Section 1 and after Table 2.</p>
24.	<p>Include Institutions in list 2040 Design Types throughout document (Table 1, 2040 Fundamentals, Objective 1.1, Objective 1.3, Objective 3.2.1, Objective 3.2.4, and Objective 7.3).</p>	Thomasina Gabrielle	<p>No change. This comment has been forwarded to the New Look process. The RTP responds to the current 2040 design types – which does not specifically call out institutions.</p>

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
25.	Chapter 1, Page 1 - Paragraph after the quote, first sentence. Suggest simplifying to: "This preamble to the Metro Charter, especially the emphasized passage above, lays the groundwork..." (continue as before)	TriMet	Revised language as proposed.
26.	Page 4 - Just a note that may be worth stating. The 6 fundamentals all fit into the RTP in terms of providing access and mobility, but access (e.g., enabling good clustering of land uses, walkability, etc.) is different from mobility (driving, even transit in some ways). The distinction can get lost.	TriMet	Added language as suggested.
27.	Table 1 - a new category is needed for "regionally significant industrial areas" and for "intermodal facilities" to guide the RTP. They can still be Primary Land Use Components, but they have such different needs than the Central City and Regional Centers, we're fooling ourselves to try to lump them together. Suggest Primary Industrial/Employment (which would incorporate Regionally significant industrial areas, as well as all freight-focused intermodal facilities) be separated from Primary Mixed-Use (Central City, Regional Centers and passenger focused intermodal facilities). Also, provide some clarity for where passenger-focused facilities like PDX and Union Station come in.	TriMet	This comment will be forwarded to TPAC for discussion on Feb. 12 as part of the prioritization discussion.
Comments on Section III – General			
28.	Clarify "regional" system includes: limited-access facilities (throughways), regional and community arterials, regional transit service as defined in the draft and bike and pedestrian facilities on all regional streets.	TPAC workshop and Lake Oswego	Added this definition to the glossary and text and expanded to include freight rail, marine and air systems.
29.	Describe RTP vision for the local street system in more detail. Clarify role of local and collector streets in supporting the larger regional system.	TPAC workshop	Added current RTP language.
30.	Clarify what parts of the policy framework apply to local transportation system plans (TSPs)	TPAC workshop	Added language that entire chapter directs all transportation planning and project development activities in the Portland metropolitan region, and are therefore enforceable in local transportation system plans.
31.	Freight rail needs to be a key part of the RTP as well as freight movement <u>to</u> the region, not just within the region.	Oregon Transportation Commission	Added language on the importance of rail connections in the executive summary and

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			new Goal 2. Forwarded comment to the Regional Freight and Goods Movement Plan effort, which will more specifically address freight rail needs in the region and make recommendations to the RTP process.
32.	The plan should allow for highway expansion as a viable alternate. The transportation solution for a large and vibrant metropolitan region like Metro should include additional highway capacity options along with maximizing use of the existing system and land use choices.	FHWA	Agreed. The proposed framework does not preclude “highway capacity options” as suggested in this comment. The RTP policy framework, similar to the Oregon Transportation Plan, is focused on maximizing the efficiency of the existing system prior to expanding right-of-way. New road and capacity construction is an important option after system management, demand management and land use strategies are exhausted.
33.	The plan should acknowledge that automobiles are the preferred mode of transport by the citizens of Portland...they vote with their cars everyday.	FHWA	Added language to the executive summary to better explain trends and research findings related to this comment. The RTP does acknowledge that automobiles are the preferred mode of transportation for the majority of the residents of the Portland metropolitan region as evidenced by current mode shares in the region. However, SAFETEA-LU, the Oregon Transportation Plan and the Oregon Transportation Planning Rule require the provision of multi-modal transportation options that includes walking, bicycling and transit to respond to transportation needs of people who cannot rely on the automobile to get around. The importance of this strategy was re-affirmed in our scientific public opinion research and series of stakeholder workshops that we conducted. The RTP has a responsibility to all the residents of the region – and not everyone in

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			<p>the region can afford to own and operate a car. In addition, U.S. census data shows a significant portion of the region is under the age of 18 and increasingly over the age of 65. System balance, as proposed in the current plan and emphasized in the policy framework, is also important to that relationship because it relieves the burden off any one mode of travel – most notably highways and regional arterials, and helps keeps business and commerce moving reliably. Finally, our last travel behavior survey demonstrated that if people have convenient options other than driving they will use them.</p>
34.	<p>The plan should not make sweeping statements about fewer funds available now than in the past. There are more funds in federal programs with each passing reauthorization.</p>	FHWA	<p>Language has been added to the executive summary of the draft framework to better explain the trends and research findings related to this comment. Despite more funds being included with each passing reauthorization, the point being made is that Federal and state transportation sources are not keeping up with growing needs for a variety of reasons. Federal funding in this region has gradually declined since the 1950s when states such as Oregon received 90 cents of federal money for every 10 cents a state spent on interstate highways. In addition, at current spending levels and without new sources of funding, the federal highway trust fund is anticipated to go broke in 2009. State purchasing power is steadily declining because the gas tax hasn't increased since 1993 and is not indexed to keep up with inflation. Combined with rising prices for all petroleum products—not just fuel—the funding situation in this region (and state) has risen to crisis levels.</p>

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
Comments on Section III - Goals and Objectives			
35.	Create separate goals for Compact Urban form and Economic competitiveness.	Metro Council, TPAC workshop, ODOT, City of Beaverton, Washington County, Freight Task Force, Sreya Sarkar (TPAC citizen), TriMet	Added new Goal 2 on sustainable economic competitiveness and prosperity.
36.	<ul style="list-style-type: none"> • Move objectives 1.2, 1.3 and 1.4 to new Economic prosperity and global competitiveness goal. • The importance of mobility and the economy are described well in the text, but the framework lacks objectives that tie the two topics. • There needs to be clear illustration of how the Transportation system implied by these policies will positively contribute to a Healthy Economy 	TPAC workshop and Washington County	Changed objective 1.2 to new Goal 2 and moved Objective 1.4 to be under new Goal 2.
37.	<ul style="list-style-type: none"> • There should be clearer policy guidance regarding priorities for investments. • How should the RTP phase/prioritize investments to achieve desired “end state” and still be flexible throughout sub-areas of region? <ul style="list-style-type: none"> • What criteria should be used to prioritize investments—does network concept leave behind or support investments in centers and other 2040 priority land uses (e.g., industry) as well as bike and pedestrian improvements? • How should critical freight connections be defined and investments prioritized? Performance measures for freight but without a freight corridor definition, what is a freight improvement over any other type, how do you prioritize? • What is the hierarchy of system links within the network concept and 2040 uses overall? Main streets are important and have competing service needs and design challenges. • What is the process for prioritizing projects and how 	TPAC workshop, ODOT, Oregon Transportation Commission, Clackamas County and City of Beaverton	Added new language from current RTP and advisory committee discussions to establish priorities. This will be further discussed at Feb. 12 TPAC workshop.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	will jurisdictions be involved?		
38.	Transportation management goals should define peak and off-peak travel time objectives.	City of Tualatin	Added to Objective 4.1.
39.	Describe how person-trip capacity will be defined.	City of Tualatin	Under development.
40.	Consider measures on non-freight product or value of products for Objective 1.2	City of Tualatin	To be addressed by Regional Freight TAC.
41.	Clarify Objectives 3.2.6 and 3.2.7 for bike and pedestrian facilities apply to regional streets, not all streets.	TPAC workshop and Lake Oswego	Added “regional” to the text.
42.	Need to balance between development of existing centers and new centers; UGB expansion; [current framework puts] repeated reference to "compact urban centers" puts too much emphasis on existing centers at the expense of new centers; too much emphasis may encourage inappropriate infill and push growth outside the UGB	City of Gresham	Updated goal 1 to focus on great communities, of which compact urban form is a part, and added language describing Table 1 as applying to existing UGB and UGB expansion areas with adopted concept plans.
43.	Add street car to objective 3.2.4	Michael Powell, Freight Task Force	Added language.
44.	Page 20, Goal 7: the Goal statement uses the words “maximize public investment in infrastructure”. Is the intent here to say “maximize <u>return on</u> public investment”?	ODOT	Revised text as proposed.
45.	Page 20, Objective 7.3: there needs to be more clear direction and performance measures for protecting public investments in transportation. This is where the Region needs to take a policy position about access management on both throughways and arterials. There should be a policy that there will be no interchange improvements without an Interchange Area Management Plan.	ODOT	No change recommended. These are important actions and implementation strategies that will be identified during Phase 3 of the process.
46.	Page 21, Goal 8 and Objective 8.1: representative decision-making should encompass much more than geographic distribution of JPACT and MPAC. There should also be mention of representation by gender, age, race, minority status, income, and stakeholder interest (e.g., business, freight, neighborhoods). Accountability does not seem to be the right word for the notion of a seamless system that this Goal covers. The OTP refers to this as “an integrated transportation system across jurisdictions, ownerships and modes”.	ODOT	Goal 8 is intended to get at the notion of a seamless system. This goal is calling out the idea that it is the collective responsibility of the system owners and operators to ensure that happens as part of being accountable to residents and businesses in the region. Additional proposed measures under Objective 8.1 will be developed.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
47.	Objectives 1.1 and 7.3 speak to reinforcing growth in certain land use areas, but does not actually state that transportation investments that serve those areas are a higher priority than investments that do not serve “centers, industrial areas, intermodal facilities, corridors and employment areas”.	ODOT	Added new language to establish priorities.
48.	Goal 1: Compact Urban Form seems vague in its intent, referring to “integrated decisions” rather than a transportation system that supports a compact urban form.	ODOT	Refined goal and objective language to be more specific.
49.	Page 7, Objective 1.5: Travel Choices: this does not belong under Compact Urban Form and Economic Competitiveness. Maybe Travel Choice is a Goal in itself, with both a person travel and freight component.	ODOT	Moved Objective 1.5 to under Goal 3 and added new objective to new .Goal 2 addressing freight travel choices.
50.	Page 9, Mobility and Reliability Goal: The title of this goal is not reflected in the underlying text, which only talks about connectivity and travel choices. The goal should to address the movement of people and goods.	ODOT	Revised title of goal to be “Reliable People and Goods Movement.”
51.	Page 9, Mobility and Reliability: Objective 3.1 and 1.4 are duplicative. Access to industrial areas and through movement of freight should be addressed under this goal, as well as the economic costs of congestion.	ODOT	Deleted objective 3.1.
52.	Goal 3 Mobility and Reliability – While Mobility is identified in the Goal, it doesn’t seem to show up in the policies at all. And what happened to accessibility? Please don't just jettison old terms and adopt new ones. Keep old ones, and make sure ALL terms have clear definitions that all can understand.	Washington County	Expanded glossary and added language on accessibility.
53.	Page 9, Goal 3: the Goal is about Mobility and Reliability, yet all the Objectives are about Connectivity. While connectivity is a good thing, it is not sufficient to address mobility. The connectivity objectives and measures must be supplemented with measures for mobility 1) to demonstrate that the system will actually work; 2) to comply with the Oregon Highway Plan, and 3) to guide transportation investment decisions in all those instances where a fully connective multimodal system does not exist and is not likely to be developed due to existing land use, topographic, and/or environmental constraints, and 4) to	ODOT	Added new objective for system connectivity, mobility, system management, and demand management.. Measures from Freight TAC work will be incorporated into performance measures.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	<p>prioritize investment decisions between now and the buildout of the envisioned fully connected system.</p> <p>Specifically, Objective 3.2, 3.2.1 and 3.2.5 on page 9 must include specific measures recommended by the Freight TAC and Task Force. The “percent of industrial areas and intermodal facilities served by direct arterial connections to throughways” is an accessibility measure, not a connectivity measure. What does “direct arterial connection” mean? ODOT supports inclusion of a measure of accessibility for industrial areas and intermodal facilities, but this should be expressed in terms of travel time (not as a percentage), and should be supplemented with a measure for through mobility on key regional freight routes. For businesses and freight interests it is not enough to physically be able to get to the freeway – they have to be able to do so reliably, in a reasonable amount of time, and they must be able to maintain a certain reasonable travel speed once on the freeway, at least during off-peak times.</p>		
54.	<p>It is not clear how the proposed alternative measures will apply to facility design. There is language under “Street Design Elements” on page 12 to suggest that freeways and highways should be 4-6 lanes, and Regional Arterials should be four lanes, but the language appears to be descriptive rather than directive. There is no clear legal policy language (i.e. Goal, Objective, or Performance Measure language) addressing street design.</p> <p>Page 9, Goal 3: the street design concepts on page 12 should be expressed in terms of Policy (Goal, Objective, or Performance Measure) language in order to be legally enforceable.</p>	ODOT	Added language that entire chapter directs all transportation planning and project development activities in the Portland metropolitan region, and are therefore enforceable in local transportation system plans. In addition, added new language that clarifies the concepts are ideals that may not be applicable in all desired locations because of streams, existing development patterns and topography.
55.	Page 9, Goal 3: there should be an Objective for Local Street Connectivity, similar to the current RTP.	ODOT	Added local street connectivity objective from current RTP.
56.	Page 11, Objective 5.2: this seems like an incomplete list of the types of natural environments to protect.	ODOT	Expanded list to include wildlife and fish habitat and corridors.
57.	Page 11, Objective 5.4: the top 4 measures listed do not	ODOT and DEQ	Added proposed measure.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	measure or contribute to human health. Add a measure about walk and bike trips to school.		
58.	Page 16, Transportation Management Concept: the text says that the first 5 Goals and Objectives also address System Management, but they do so only in a very incomplete way. There needs to be a specific Policy or Goal similar to the OHP Major Improvements Policy to state that before adding new capacity one must demonstrate that feasible TSM, TDM, and modal alternatives have been applied to the maximum extent possible, consistent with the Multi-Modal Corridor Capacity Concept. In addition, performance measures for TSM and TDM must be developed.	ODOT	Added new objectives specifically addressing system and demand management concepts. Performance measures will be developed during Phase 3.
59.	Equitable access and mobility should be brought under one category. Important and should be highlighted.	Sreya Sarkar, TPAC	No change recommended to emphasize access and mobility as separate goals in Goals 3 and 4.
60.	Safety and Reliability could be put under one goal. Safety should address not only accidents/crash on roads but also safety at the bus/train stations, especially at very early and late hours Human health might be somewhat related to the safety goal.	Sreya Sarkar, TPAC	Added language to expand security objective to get at personal safety.
61.	Under Goal 2's objectives (p. 8) Objective 2.2 states that providing a <i>"coordinated system that is barrier-free and serves the transportation needs for all people, including low income..."</i> is one of the objectives. Has there been any investigation that brings out the main transportation 'barriers' of the low income and minority population?	Sreya Sarkar, TPAC	No change recommended. The series of stakeholder workshops and other documents RTP research identified barriers that will be addressed during Phase 3 as part of the system development and analysis.
62.	Effective people and goods movement (3.2): Corridor approach needs more discussion.	City of Gresham	Added language to more clearly describe the corridor approach in executive summary and system design concept discussion. The corridor approach is a system evaluation and monitoring tool and will use the system gap inventory and such performance measures, delay and volume-to-capacity to inform phasing of investments.
63.	Objective 4.2 appears to duplicate objectives 4.1 and 4.3	City of Beaverton	Deleted Objective 4.2.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
64.	Consider percent of culverts that are fish friendly instead of number of culverts for Objective 5.2	City of Beaverton	Updated measure to include “percent.”
65.	Objective 5.3 should be broadened to have emissions reductions as a goal.	City of Beaverton	Updated objective.
66.	Goal 3 – Add services to list of destinations.	Thomasina Gabrielle	Added reference to Goal 3.
67.	Goal 6, Objective 6.3 and Goal 8 – Add institutions to the list of participants.	Thomasina Gabrielle	Added references to Goal and objectives.
68.	There is no adequate measure for the transportation system’s contribution to job creation and economic growth and competitiveness. Recommend a measure of economic benefits of transportation improvements (or conversely – economic costs of failing to make certain transportation improvements) along the lines of the “Cost of Congestion Study” to help prioritize transportation investments.	ODOT	Under development by the Regional Freight TAC.
69.	The plan should include a measure of the movement of people on the highways in both the peak and off-peak periods. The objective is to efficiently and effectively move people, goods, services, and information. A potential performance measure only relates to tons of freight movement off-peak. Performance measures should also include freight travel time, person travel time, and hours of peak and off-peak congestion on major facilities, and a measure to assess peak spreading.	FHWA	Agreed. Updated objectives under a new Goal 2 and Goal 4 address this in part. Additional freight and goods movement-related measures will be developed through the Regional Freight and Goods Movement TAC and Task force. These measures along with other measures to assess peak-hour spreading will be integrated into the policy framework during Phase 3.
70.	Measuring freight delays at regional freight corridors may miss the complete picture. Freight has to serve the region at the collector level to improve connectivity. There are also more sophisticated measures of reliability than daily truck delay that should be employed.	FHWA	Agreed. Additional freight and goods movement-related measures will be developed through the Regional Freight and Goods Movement TAC and Task Force. These measures will be integrated into the policy framework during Phase 3. The Task Force will also recommend a freight system plan to prioritize and protect critical freight links.
71.	The plan should provide convenient and safe parking spaces in sufficient numbers at reasonable prices.	FHWA	No change recommended. The RTP does not provide parking, local governments do through local comprehensive plans and land use decisions. Parking management is

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			appropriately included as an objective under Goal 1. Metro's 2005 Modal Targets study found that parking management is one of the most effective strategies for supporting transit-supportive development, increasing walking, bicycle and use of transit and minimizing impacts on the environment by using land more efficiently.
72.	Part of providing security is preventing crime on all modes of transportation, including transit.	FHWA	Agreed. Objective 5.3 has been revised to include a reference to crime specifically.
73.	There should be a goal of reducing transportation fatalities, injuries, and accidents for all modes. Look at frequency and exposure (travel) measures, not just per capita.	FHWA	Agreed. Goal 5 and updated Objective 5.1 addresses this comment.
74.	The plan should strive to improve the flow of mixed mode facilities for all vehicles. This includes the provision of bus bays for loading and unloading.	FHWA	Agreed. The draft policy framework is focused on improving the flow of mixed mode facilities for all modes of travel. TriMet and local governments already implement road design treatments such as bus bays in some locations, depending on a variety of factors. The RTP appropriately does not direct when those treatments should be applied.
75.	There should a measure of the cost per person trip in Goal 7.	FHWA	Agreed. This measure has been added to the list of possible performance measures. A final recommended set of measures will be developed and integrated into the policy framework during Phase 3.
76.	Goal 8 should measure congestion, safety, freight movement.	FHWA	Agreed that these are important measures; however, these types of measures are more appropriately included under Goal 2, Goal 4 and Goal 5.
77.	Add land use objective to transportation choices goal.	TriMet	Objective to be added.
78.	Page 5, Goal 3 – This should go a step further to include “livable streets” with complete pedestrian and bike features.	TriMet	No change recommended. This is described in street system concepts descriptions
79.	Page 8, Measures for Objective 2.1 - suggest adding: Percent of homes and parks within one-half mile access (via neighborhood streets) of bike lanes or bikeways.	TriMet	Added as recommended.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
80.	Page 8, Measures for Objective 2.2 – Suggest a revision to “Percent of seniors and people with disabilities within one-quarter <i>mile via continuous sidewalks/protected crosswalks</i> of regional transit service.”	TriMet	Added as recommended.
81.	Page 9, Measures for Objective 3.1 - Add words "off-peak" and consider both auto and transit.	TriMet	Added as recommended.
82.	Page 9, Goal 3 statement – As noted at the January 29 th JPACT retreat, need to be clearer about what (limited access) throughways really are. This looks like the RTP is calling for freeways to every industrial area. Consider separating industrial areas and freight intermodal facilities into separate objective that allows calling for truck-route access to throughways, rather than direct throughway access to all.	TriMet	Under development.
83.	Page 9, Objective 3.2.4 - Consider two-tier 1/4 mile and 1/2 mile distances. 1/2 mile is still only a ten-minute walk - if there are sidewalks and still may have a level of acceptability in places where densities do not otherwise support a more dense transit network.	TriMet	Added as recommended.
84.	Page 9, Objective 3.2.5 - Consider adding access to rail as a potential measure, given the preferred performance of rail for long-distance freight movement. Also, how does small-truck freight (which may not need a "throughway") play into this objective?	TriMet	Added as recommended.
85.	Page 9, Objective 3.2.2 - While 1/2-mile access to transit is a widely considered standard, it may be inappropriate to call for regional transit service on all arterial streets. We must look at spacing and coverage instead. More frequent service on fewer streets that still allows walk access is far better than less frequent service on every arterial. This is probably mostly an issue only in eastside grid. Change "all" to "most."	TriMet	Added as recommended.
86.	Page 9, Objective 3.2.6 - Some measure of bikeway continuity should also be included.	TriMet	Added as recommended.
87.	Page 9, Objective 3.2.7 - Should also recognize the importance of <u>continuity</u> of the sidewalk network. Another measure should be intervals of safe (controlled) crossings of major arterials (1/2-mile minimum?).	TriMet	Added as recommended.
88.	Page 10, Objective 3.10 - Continuity should be considered as well.	TriMet	Added as recommended.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
89.	Page 10, Objective 4.1 - Add ped/bike injuries fatalities as a separate measure.	TriMet	Added as recommended.
90.	Page 10, Objective 4.2 - Specify time span for SPIS locations addressed (in last five years?).	TriMet	Added as recommended.
91.	Page 10, Objective 4.3 – Framework should include measures of personal safety and of national security / independence from foreign oil.	TriMet	Added as recommended.
92.	Page 11, Objective 5.1- Possible measure percentage growth in centers vs undifferentiated areas/urban fringe. Could also measure the percent of zoning capacity utilized by redevelopment – similar to some of the analysis used in the streetcar “Hovee” study.	TriMet	Added as recommended.
93.	Page 11, Objective 5.3 - Any way to track air quality-related health incidents (incidence of childhood asthma or cancers?)	TriMet	Added as suggested.
Comments on System Design and Management Concepts			
94.	The aspirational street design elements seem to make sense where a region has much land yet to develop, but not in a region where the network already substantially exists and functions a certain way based on the existing land use.	FHWA	Phase 3 of the RTP update will apply these aspirational design elements to the region to identify gaps for each mode of travel - including freight and motor vehicle system capacity needs/bottlenecks as well as gaps in the transit, bike, and pedestrian networks.
95.	There typically are challenges when an MPO uses a classification system that differs from the highway functional classification system utilized by FHWA and the States. Preferably the same system should be used, but if not, there should be clear translation to delineate consistently how one MPO classification falls into one in the FHWA/State system.	FHWA	Agreed. A table will be developed as part of the federal and state findings documenting how the RTP classification system matches up and is consistent with the highway functional classification system used by FHWA and ODOT.
96.	Describe how street design elements will apply to areas with existing development, streams and topography and new urban growth boundary expansion areas.	City of Tualatin , City of Portland, Clackamas County and TPAC workshop	Added language to better describe the design elements as being aspirational ideal and that application of them will need may not be appropriate in all areas due to existing development patterns, topography and other environmental considerations.
97.	Add cross-section illustrations of the street design elements.	TPAC workshop	Added illustrations.
98.	Page 12 through 18: what is the legal meaning of the text on pages 12 through 18 and how do these concepts apply to the	ODOT	Added language that entire chapter directs all

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

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	actions of transportation providers when they are not expressed in legally adopted policy language?		transportation planning and project development activities in the Portland metropolitan region, and are therefore enforceable in local transportation system plans.
99.	All streets, including Collector and Local streets should comply with AASHTO design widths.	FHWA	AASHTO establishes guidelines not standards that should be considered by local governments in the design of local and collector streets. Metro's Livable Streets handbooks are consistent with AASHTO guidelines.
100.	The transportation management chapter should acknowledge that this is a limited concept and that eventually added demand will necessitate system capacity improvements.	FHWA	Agreed. Added language that capacity will be needed.
101.	<p>Page 12, Throughways: We are not sure what it means that freeways and highways are described as "4 – 6 lanes". Does that include auxiliary lanes? Does that mean there can never be more than 6 through travel lanes? This needs to be discussed more. Perhaps should be wider [in certain cases].</p> <p>Page 12 - For throughways, clarify number of lanes in each direction. This definition doesn't square with a desire to get these to every industrial area (see comment above for Objective 3.2.1). A suggestion would be to change or eliminate Objective 3.2.1.</p>	TPAC workshop, ODOT, TriMet, JPACT	Added language that describes the ideal throughway design as six <u>through</u> lanes. Auxilliary lanes would be in addition to the six lanes.
102.	There is a new over-emphasis on efficiency, and it is potentially at the expense of roadway capacity and safety. All three need to be carefully considered in deciding what projects to include in the plan. For example, the working draft appears to limit "throughways" to 6 lanes. Demand in some circumstances may warrant more lanes and extra capacity. While the LOS policy needs to be re-examined, applying a systems network exclusively as a beginning tool suggests all existing capacities are adequate and the congestion issues can be addressed by improving efficiency. This may not necessarily be correct. Throwing out LOS as a measure to use in a new policy seems premature.	Washington County	<p>Added language to state that some capacity will be needed to achieve the regional street system concept. The systems concept is not intended to imply that all existing capacities are adequate or that congestion will only be addressed by improving efficiency. The policy framework does describe the need to implement management strategies to optimize performance of the system.</p> <p>The concept does not throw out LOS. The framework recommends LOS be used as a diagnostic tool to monitor the system and</p>

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			inform project development activities.
103.	Capacity and Level Of Service measures are route and mode specific and cannot be applied collectively to the disparate highway types and modes in a corridor. Total person trip capacity does not reflect the actual capacity or congestion in the region. All trips are not transferable between/among modes. The available capacity in one mode may not reflect system conditions. LOS still serves an important purpose for roadway system performance and is a good indicator of current and projected service conditions of the facility.	FHWA	That is correct, and the reason why LOS is not proposed to be eliminated as suggested by this and other comments. LOS is retained as an indicator to monitor and evaluate current and future road system performance. Language has been added to the policy framework to more clearly describe this. The proposed person-trip capacity measure will be volume and capacity based, but applied to a series of interrelated corridors. This measure is recommended to complement LOS along with other measures. Additional work will be conducted to develop this new measure.
104.	Page 14 -15, High Capacity Transit: distinguish between BRT on separate lanes vs. shared lanes. This affects the speed and reliability of the transit, and is of great importance for the owners of the roadways to know the right-of-way implications of the “planned capacity, function, and level of service” of any transit service that the road is supposed to accommodate. The treatment of transit should be incorporated into the street design descriptions where applicable.	ODOT	New figure added to show the right-of-way implications of different types of transit services. Glossary definitions also updated.
105.	Street car should not be included in the Regional Transit Network- it is more appropriately part of the local transit network.	Sreya Sarkar, TPAC	Added streetcar to list of local transit service types. This will be discussed further at the February 12 TPAC workshop.
106.	Consider concept of high-density transit where street car can be operated as a regional and local transit service.	Chris Smith	Added streetcar to list of local transit service types. This will be discussed further at the February 12 TPAC workshop.
107.	Consider that there is a two-dimensional framework that places the capacity of the mode on one axis and the ROW treatment on the other. Almost any mode can be placed in this 2-D framework.	TriMet	Added graphic displaying this framework.
108.	Figure 1 mentions 2-mile interchange spacing; the text refers to “no less than 1 mile”. Apart from this inconsistency, we need to distinguish between policy for new interchanges and policy that might drive us to remove an interchange.	ODOT	Updated language to state interchanges should be “no less than 2 miles apart.”

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
109.	Page 16, second paragraph of the Overview: The last sentence states that “managing the systemis a necessary step before investing in further expansion of transportation infrastructure”. This is not always true, particularly for those areas where the existing infrastructure does not meet the regional street system concept and its connectivity measures or where new areas are brought into the UGB it is likely to be necessary to expand the transportation infrastructure, because the existing system does not serve those areas.	ODOT	Deleted clause at end of sentence.
110.	Clarify that bike gaps on regional streets could be addressed through projects off the regional street system.	TPAC workshop	Added language.
111.	Page 16, System Management Elements - It is not always true that lower speeds or traffic signals reduce capacity.	City of Beaverton	Deleted example.
112.	Page 18, Mode Choice: it would be good to include definitions of “mode choice” and “travel options” in the Glossary of Terms.	ODOT	Definitions to be added to the glossary.
113.	<ul style="list-style-type: none"> • Transit system goals and priorities need more detail and clarity. • Should the RTP call out an “end state” for the regional transit concept? • What should the role of the streetcar be in regional transit service and 2040 Growth Concept? Role of streetcar is relatively new in region and has been focused in the City of Portland. Important to distinguish and clarify how to prioritize. • What threshold should trigger expansion of high capacity transit and regional transit service in growing areas? The draft framework shifts focus from being Portland central city centric to be more multi-center centric, and needs to address reality of bringing services to regional centers that are not yet fully transit-supportive in terms of density and mix of uses. 	TPAC workshop and City of Beaverton	Added new language describing more detail on the Regional Transit System Concept. This will be discussed at February 12 TPAC workshop.
114.	Freight component is unclear (although Freight Committee is working on this and a freight map)	City of Beaverton	Added new Regional Freight System Concept to more clearly describe the freight component. In addition, the Regional Freight and Goods movement planning effort has started to identify critical freight corridors to be included in the RTP. This map will be

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			developed during Phase 3.
115.	There has been much discussion about pricing in the region over the past several years. However, Chapter 1 does not mention pricing. Some policy discussion early on in the RTP may be helpful.	TPAC workshop, ODOT and Washington County	Added language calling out value pricing as a system management tool that should be considered. This will be forwarded to JPACT for discussion.
116.	Clarify how parkways and expressways fit in.	JPACT	Added language and cross sections to better describe their role in the throughway system. Additional work will be completed in Phase 3 to describe strategies for achieving the design and operational objectives of these facilities.
117.	Page 12 - For both definitions of regional arterials, add a phrase at the end "at safe speeds" to clarify the "high traffic volumes" statement.	TriMet	Added as recommended.
118.	Page 13, Figure 1 - Add further caption: Idealized concept showing preferred spacing of facilities and illustration of multi-modal corridor for capacity analysis,	TriMet	Added as recommended.
119.	Page 13, Regional Street System Concept - Should be noted somewhere that cross-arterials (the ability to move between different facilities in the corridor to respond to congestion) is essential.	TriMet	Added as recommended.
120.	Page 14, Figure 3 - Remove all cul-de-sacs, leaving those streets disconnected with larger blocks remaining.	TriMet	Added as recommended.
121.	Page 15 - Regional Transit Network, replace statement in parentheses with "all day and weekends when possible".	TriMet	Added as recommended.
122.	Page 15 – While streetcar can be used in a regional mode (Lake Oswego planning), it has thus far been used as a local circulator mode. You could list it in both places.	TriMet	Added as recommended.
123.	Page 15, Local Transit Network - Here would be a good place to mention the vital role of sidewalk connectivity and protected crosswalks.	TriMet	Added as recommended.
124.	Page 16 -Overview, 2 nd paragraph – Stocking buying analogy is not appropriate.	TriMet	Added as recommended.
125.	Page 17- 2nd paragraph under Application in the Portland metro region, last sentence - Add word in all caps as follows: "This simple approach to system management does not require any ADVANCED technology..."	TriMet	Added as recommended.
126.	Page 17- At the end of the sentence under "Ongoing" add	TriMet	Added as recommended.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	"...as TriMet currently does."		
127.	Page 18, Choice of route and timing – You might insert in here that these systems can also help select among modes – for example, the latest version of Google Maps compares transit and auto travel times AND cost.	TriMet	Added as recommended.
128.	Page 20, Objective 7.2 - Need more explanation about the "relative cost comparison for roadway and transit operations and maintenance". What's the goal and do we find ourselves comparing costs between modes?	TriMet	No change recommended. The measure is intended to give a rough cost approximation of the cost to maintain and operate the proposed road and transit systems, not to compare between modes.
129.	Important to consider intersection treatments and signalization techniques (e.g., the people factor).	City of Beaverton and Clackamas County	Language to be added to version 3.0 draft on this.
130.	Unclear whether regional mobility concept proposes throughways every two miles.	Washington County	Text will be updated to better describe the primary purpose of this concept – as an evaluation tool – not a throughway spacing design tool. Regional mobility concept and 2-mile example shown in Figure 2 is intended to show that throughways interact with parallel arterials and evaluation of these important corridors should include those parallel routes. The policy framework and system concepts do not recommend a spacing standard for throughways. TPAC will help define the regional mobility corridors to be evaluated in Phase 3 and monitored between RTP updates.
Comments on Glossary			
131.	Corridors term is used throughout document in different ways. Need to define more clearly.	City of Wilsonville	Added as recommended.
132.	Page 22, Glossary, Local bus, second sentence - Add: "... as often as every 30 minutes on weekdays AND MAY BE MORE FREQUENT DURING HOURS OF PEAK DEMAND."	TriMet	Added as recommended.
133.	Page 23, Glossary, Park-and-ride - While most park & rides have some attention given to bike and pedestrian connections, the nexus is not very relevant. Those facilities are more associated with major bus stops and transit centers,	TriMet	Added as recommended.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	which tend to be in pedestrian-oriented environments. Also, be more direct, add sentence: "Avoid large park-and-rides in centers where possible, or provide for shared-use or conversion to local uses over time."		
134.	Page 23, Glossary - Passenger intermodal facilities: Should Oregon City Amtrak station be added?	TriMet	Added to list.
135.	Page 24, Glossary - Passenger rail, delete "up to 79 miles per hour". We should hope for more.	TriMet	Added as recommended.
136.	Page 24, Glossary, Streetcar - Add new 2nd sentences: "Streetcar service often provide local circulator service and also serves as a potent incentive for denser development in centers"	TriMet	Added as recommended.
137.	Page 24, Glossary, Streetcar - Add new 2nd sentences: "Streetcar service often provide local circulator service and also serves as a potent incentive for denser development in centers"	TriMet	Added as recommended.
Comments to be addressed outside the policy framework during Phase 3			
138.	There needs to be a measure that assures the system will in fact work, that is useful for making investments, operations and design decisions, and that works when applied to development review decisions. Metro must demonstrate that the connectivity or street system design and multimodal corridor capacity concepts and their proposed performance measures together will ensure that the system will function adequately to meet identified state and regional transportation needs.	ODOT	System analysis phase will include creation of a transportation needs inventory, development of performance measures and testing the concepts to evaluate effectiveness. Refinements will be made as needed to address the findings of the analysis.
139.	Clarify how the proposed concepts and alternative performance measures will fit into/address the TPR and OTP: <ul style="list-style-type: none"> Clarify how the proposed alternative performance measures will apply to plan amendment and development review proposals consistent with 060 of the TPR: What are the implications of RTP adoption on local TSPs (e.g, timing)? Local jurisdictions may be caught in the middle while State and Metro are trying new ideas and locals still pushing local agenda. Important 	TPAC workshop, Port of Portland and ODOT	Under development.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	to keep known ahead of time, don't want to get stuck in double compliance, have RTP as compliance manual, approved by state.		
140.	The Draft RTP chapter 1 does not incorporate the notion of identifying and improving bottlenecks as a way to prioritize investments and to ensure freight mobility and reliability consistent with the OTP and FHWA initiatives.	ODOT and Port of Portland	No change recommended. If the bottleneck is the result of a gap in system capacity under the proposed policy framework, then these gaps are appropriately addressed through capacity investments. If the bottleneck is on a facility that already meets the aspirational capacity defined in the system concept, then the policy framework calls for addressing bottlenecks in the context of the effects on the broader corridor rather than only focusing on spots of congestion. This would be accomplished through completing other system connectivity gaps and implementation of TSM and TDM strategies in the broader corridor (e.g., regional mobility corridor concept). Addressing bottlenecks will be part of strategies (including the identification of gaps and corresponding projects) for how to achieve the goals and measurable objectives identified in the policy framework. The strategies will be addressed during Phase 3.
141.	Under the Governance section, we need to add an objective to distinguish what part of the system is primarily a "regional" responsibility and what part is primarily a "local" responsibility. For example, where do bike lanes and sidewalks along roads fall? What about collector streets, community streets or community boulevards?	Washington County	This will be addressed in action strategies during Phase 3 of the RTP.
142.	Need more specifics on outcomes measures; measures need to match up with goals and objectives. Do we have reliable data upon which to base performance measures? Who is responsible for collecting? Performance measures need to be thoughtful without creating a bureaucracy of measurement.	Clackamas County, City of Beaverton and DEQ	Specific measures will be developed during Phase 3 that better match the goals and objectives. In some cases, reliable data may not be available. Data collection- related strategies, and responsibilities for different data needs, will be identified in those cases.
143.	Describe how this approach will result in bike and pedestrian	TPAC workshop	The policy framework defines the roads of

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	gaps being identified and addressed.		regional significance as being throughways and arterials that are also complemented by a network of off-street regional multi-use trails with a transportation function. A map will be developed showing all of these together - by classification. By inference, the arterials would also be the bicycle and pedestrian routes of regional significance. The map would also identify pedestrian districts (which correspond to the 2040 centers). Bike and pedestrian network gaps will be identified during Phase 3 as part of creating a needs inventory through application of the design concepts on the existing transportation system. The regional sidewalk inventory and Bike There map will be used to inform this gap analysis. ODOT, local governments and special districts will be asked to identify projects to address these and other identified gaps. Future RTPs would monitor completion of these system gaps.
144.	<p>What role should scenarios play and how can they be designed to inform RTP framework?</p> <ul style="list-style-type: none"> • How will RTP scenarios inform investments that will achieve ~2040 vision for centers and other 2040 land uses? • Concepts needs to be evaluated to demonstrate they will work and if they do not work, we will need to develop alternative concept that will. 	TPAC workshop	Under development.
145.	<p>What are the implications of RTP framework on New Look and future urban growth boundary planning processes?</p> <ul style="list-style-type: none"> • What are the implications of land use decisions being made today (in new and existing areas) and future UGB expansions if we are limited to the FC system of projects (e.g., “ripple effect” on neighbor cities and “greater region”)? • How do you deal with the land use of the future that is not currently covered by the regional transportation 	TPAC workshop and Port of Portland	The draft policy framework uses the current 2040 design types. The 2040 hierarchy, adopted in the 2004 RTP, has been updated to further prioritize 2040 land use areas for purposes of regional transportation investments to address comments that the draft framework did not adequately establish priorities. The proposed new hierarchy will be discussed in more detail by MTAC and TPAC.

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
	<p>system?</p> <ul style="list-style-type: none"> • What if 2040 hierarchy changes as a result of New Look? 		<p>The New Look process will also consider new 2040 design types and investment priorities. To the extent possible, recommendations from the New Look will be incorporated into the RTP during Phase 3. New Look recommendations that cannot be incorporated into the updated RTP due to the aggressive timeline will be reconciled through follow-on RTP amendments, after the RTP update is complete.</p>
146.	<p>How does the “built system” approach fit with our fiscal constraint emphasis?</p> <ul style="list-style-type: none"> • Does a fiscally constrained RTP shift the funding burden to local governments? • How to balance fiscal constraint requirement with aspirations/needs for achieving 2040 that will exceed FC revenue forecast—can aspirations be tied to FC system if region commits to raising additional money? • What are the implications of land use decisions being made today (in new and existing areas) if we are limited to the FC system of projects (e.g., “ripple effect” on local governments for raising/re-tooling financing mechanisms in region). 	TPAC workshop	<p>This will be addressed as part of the RTP finance policy discussions and development of finance strategies during Phase 3.</p>
147.	<p>Does the multi-modal corridor concept “grandfather” current highway or transit projects?</p>	TPAC workshop	<p>No projects are recommended to be grandfathered into the RTP. Many current RTP projects will meet the updated goals and objectives and address the system gaps to be inventoried during Phase 3.</p>
Other comments to be addressed			
148.	<p>Concern regarding the involvement of community groups that represent the traditionally under-represented populations including ethnic minority and low-income individuals and families. It was not clear from the draft or the discussions held till date about the draft, how much the community groups participated in this process.</p>	Sreya Sarkar, TPAC	<p>The public participation plan was approved by JPACT and the Metro Council as part of the RTP update work program in June 2006. TPAC reviewed and discussed the work program prior to that approval. Traditional “open houses” in the past have not attracted these voices to the discussion. We elected to conduct two stakeholder workshops with</p>

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
			<p>people representing minority and low-income persons in different parts of the region, one of which was conducted in Spanish at Centro Cultural in Cornelius. A third workshop was conducted with people who are interested in the connection between transportation and health—both disease prevention and health promotion—including elderly and people with disabilities. A fourth workshop was held with representatives from community-based organizations that are members of the Coalition for a Livable Future. A fifth workshop was held with private business, education and other institutional service providers and economic-development interests.</p> <p>Private business and economic development organizations were also included in forum held early in the scoping phase of the RTP update to gather input on what the update should address. A second forum was held in June that included not only these private business interests, but also a variety of community groups and advocacy organizations, as well as any interested individuals who wanted to attend.</p>
149.	Concern about the participation of employers (non-government), professional associations and businesses in setting the main goals and objectives.	Sreya Sarkar, TPAC	<p>In addition to the response to #148, the Regional Freight and Goods Movement Task Force and a separate technical advisory committee have been established, meeting regularly on this topic. These committees include significant employers and business representation.</p> <p>Recommendations from these committees will be forwarded to the RTP update process, including refinements to the draft policy</p>

Regional Transportation Plan Chapter 1 Policy Framework – Working Draft 1.0

Summary of Comments and Recommendations (comments received Jan. 5 through Feb. 5, 2007)

Comment #	Comment	Source	Recommendation
150.	Connection between VMT and equitable access unclear. How does plan relate to portions of the population that have choices versus those that have to use alternative?	JPACT retreat	framework. See also recommendation # 33. The plan goals and objectives, particularly Goal 3 and related objectives, emphasize providing affordable and reliable choices to all residents of the region. Providing choices, compact urban form and services that inform residents about their choices can help reduce drive alone trips and VMT.

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: February 5, 2007
TO: RTP Interested Parties
FROM: Kim Ellis, Principal Transportation Planner
SUBJECT: Comments on Regional Transportation Plan Vision - Working Draft 1.0

Attached are written comments received to date on the Regional Transportation Plan (RTP) Vision - Working Draft 1.0 from the following members of Metro's Advisory Committees:

- Oregon Department of Transportation
- Federal Highway Administration
- Chris Smith (MPAC citizen member)
- Port of Portland
- Clackamas County
- City of Tualatin
- Sreya Sarkar, TPAC citizen representative
- TriMet

These comments have been summarized and responded to in a comment log. Recommendations, except where noted in the comment log, were incorporated into Working Draft 2.0. Remaining comments will be addressed in a final recommended draft RTP policy framework.

If you have any questions about the 2035 RTP update process, contact me at (503) 797-1617 or by e-mail at ellisk@metro.dst.or.us.

Date: January 22, 2007

To: Kim Ellis, Principal Transportation Planner
Tom Kloster, Transportation Planning Manager

From: Lidwien Rahman, ODOT

Subject: Draft 1.0 RTP Chapter 1 - Vision

The Oregon Department of Transportation is pleased to submit its comments on the Draft RTP Chapter 1, Working Draft 1.0. We understand the draft Chapter 1 was intentionally presented in rough form. Thus, our considerable comments reflect—to some extent—that we are not yet seeing the whole story. We would be happy to meet with you to discuss these comments further.

Below are three key concerns that we want to highlight. The remainder of this memo elaborates on these concerns, addresses compatibility with the Oregon Transportation Plan, and addresses other issues.

- There should be a separate goal for economic competitiveness. Access to industrial areas and through movement of freight should be addressed under this goal, as well as the economic costs of congestion.
- There should be clear policy guidance regarding priorities. The plan may lay out the ultimate system, but we will probably not get there very soon. In a constrained fiscal environment, what is most important?
- The full regulatory and policy framework for the RTP needs to be addressed. This includes the Oregon Highway Plan (OHP) and the Transportation Planning Rule, federal and state tolling regulations, as well as the OTP and SAFETEA-LU. In particular, please note that any change in highway mobility standards will require an amendment to the OHP.

To frame our comments, we would like to refer back to the ODOT staff report to the Oregon Transportation Commission, dated August 14, 2006, as well as the ODOT letter addressed to Rex Burkholder, JPACT Chair, dated November 20, 2006.

Oregon Transportation Plan

We find the proposed approach in the RTP Policy Chapter responds very well to a number of OTP Goals and Key Initiatives. Specifically,

- the Regional Multi-Modal Corridor Capacity Concept and Objective 3.2 provides for a parallel and integrated arterial and local roadway system as well as modal alternatives (freight rail, bus transit, BRT, commuter rail, light rail) as an

- alternative to the use of freeways and intercity highways for local trips, as encouraged by OTP Strategy 1.3.2.
- Objective 7.1 emphasizes preservation and maintenance of the existing transportation system, consistent with OTP Goal 2, Management of the System (and OTP Key Initiative A).
 - Objective 1.3 is to “ensure that 2040 Centers, Industrial Areas, and Intermodal Facilities have adequate access to surrounding market areas, as measured in travel time”. This is consistent with OTP Goal 1, Mobility and Accessibility and Strategy 1.1.1. It also supports the Key Initiative A, an OTP implementation priority which is in part to provide adequate access to ports, airports, and rail terminals, truck distribution centers, and intermodal facilities.
 - The Transportation Management Concept appears to encourage optimizing system capacity and safety through information technology and other methods, consistent with OTP Goal 2 Management of the System and OTP Key Initiative B, an OTP implementation priority.
 - The Street System Concept and the Multi-Modal Corridor Capacity Concept supports OTP Policy 7.1, A Coordinated Transportation System, and implements Key Initiative D, which is to integrate the transportation system across jurisdictions ownerships and modes.
 - The new Vision appears to recognize that some capacity investments will be necessary, and gives some direction for making strategic investments. For example Objective 7.2, Cost Effectiveness, states “invest limited transportation financial resources in a cost-effective and efficient manner, prioritizing investments that achieve multiple goals”. The need for strategic capacity improvements is consistent with OTP needs analysis findings. The proposed Vision also supports the implementation of OTP Key Initiative F which calls for strategic capacity investments.
 - Objective 1.2, to “Promote the expansion and diversification of the region’s economy and business opportunities through the efficient and effective movement of people, goods, services, and information” is consistent with OTP Goal 3, Economic Vitality and the associated policies and strategies. Implementation of Objective 1.2 will also help implement Key Initiative F to “assist in the promotion of job development and retention in areas such as industrial/employment centers”.
 - The entire System Design and Management Concepts further the OTP notion of making investments that further the long-term functioning of the system as a whole.

Transportation Planning Rule and Oregon Highway Plan

The Transportation Planning Rule (TPR) OAR 660-012-020 requires that the Regional Transportation System Plan (and amendments to the RTP) establish a network of transportation facilities adequate to serve state and regional transportation needs. Elements must include a) a determination of transportation needs, b) a road plan c) a public transportation plan, d) a bicycle and pedestrian plan, e) an air, rail, water, and pipeline plan, f) a TSM and TDM plan, g) a parking plan, h) policies and land use regulations for implementing the TSP, and i) a transportation financing program. There

are detailed requirements for each of these elements, which include identification of the planned function, capacity and level of service, general location, and parameters such as number of lanes and minimum and maximum right-of-way width of planned transportation facilities and services. Metro must rely on the analysis of state transportation needs in adopted elements of the state TSP, which include the OTP and Oregon Highway Plan (OHP). Metro must prepare findings of compliance with the TPR. In reviewing the various Discussion Draft Background papers, we find the identification of TPR, OTP and OHP standards and requirements to be inconsistent and incomplete, which raises the question of whether the RTP will be able to meet those standards if they have not been identified up front.

Discussion Issues

While the Draft RTP Policy Chapter generally implements the direction provided by the RTP, some of the Goals and Policies and Key Initiatives of the Oregon Transportation Plan are not represented in the draft RTP Policy language. As part of the staff report for the September 2006 OTC workshop, ODOT identified several significant potential policy issues for discussion. Now that the draft Metro RTP Policy language is available, we can begin to see how Metro proposes to respond to these issues.

1. Mobility Measures

a) *Oregon Highway Plan Mobility Standards*

The draft RTP Chapter 1 identifies a number of potential performance measures, some of which measure different aspects of mobility. These include travel time, average daily truck delay, off-peak congestion on regional freight corridors, total person-trip and freight capacity for key corridors, etc. While these are excellent measures, several of which have been suggested by ODOT staff as part of the Freight TAC and Freight Task Force, they are not consistent with the *Oregon Highway Plan Mobility Standards*. As mentioned before, Policy 1F and Action 1F3 of the OHP set forth ODOT's specific standards that must be met for the OTC to consider any alternative mobility standards. Metro has not addressed these standards. The main point is that there needs to be a measure that assures us that the system will in fact work, that is useful for making investments, operations and design decisions, and that works when applied to development review decisions. Metro must demonstrate that the connectivity or street system design and multimodal corridor capacity concepts and their proposed performance measures together will ensure that the system will function adequately to meet identified state and regional transportation needs. Please keep in mind that any request to the OTC to amend the OHP Mobility standards will take an estimated minimum of six months to work through, because it must be coordinated with FHWA and within ODOT, and that any alternative standards will not become effective until the OTC adopts the new standards as an amendment to the OHP.

b) Transportation Planning Rule (TPR)

Section -060 of the TPR provides that plan amendments and zone changes must be consistent with the planned function, capacity, and performance standards (e.g. level of service (LOS) volume to capacity (V/C) ratio) of transportation facilities that are significantly affected by that plan amendment. It is not clear whether and how the proposed alternative performance measures will apply to plan amendment and development review proposals. Developers, consultants, and local jurisdictions are all familiar with ODOT and local requirements for Traffic Impact Statements and with the V/C and/or LOS methodology. In addition, the RTP Update itself constitutes a plan amendment which must comply with the Transportation Planning Rule, including section -060.

c) Highway design standards

The mobility standards in the Oregon Highway Plan along with the Oregon Highway Design Manual (OHDM) and in the existing 2004 RTP identify not only the standards for identifying when a deficiency occurs, but also set standards for the design of facility improvements. It is not clear how the proposed alternative measures will apply to facility design. There is language under "Street Design Elements" on page 12 to suggest that freeways and highways should be 4-6 lanes, and Regional Arterials should be four lanes, but the language appears to be descriptive rather than directive. There is no clear legal policy language (i.e. Goal, Objective, or Performance Measure language) addressing street design.

2. Fiscal Constraint and the Need to Prioritize

Both Metro in its "Financial Fact Base" and ODOT in the OTP (Goal, 6 Funding the Transportation System, specifically) are very aware of the growing gap between transportation needs and available financial resources. Yet there is virtually no direction in the draft RTP Chapter 1 for how to prioritize investments in a financially constrained situation. Goal 7 is labeled Fiscal Stewardship, and includes the Objectives of 7.1 Preservation and Maintenance of the existing system, 7.2 Cost Effectiveness by prioritizing "investments that serve multiple goals", 7.3 Protecting Public Investments by "reinforcing growth in centers, industrial areas, intermodal facilities, corridors and employment areas, and by ensuring that land use decisions protect public investments in infrastructure", and 7.4 Innovative Partnerships.

None of these Objectives actually suggest where to prioritize investments of limited dollars. Substituting a system of prioritizing roadway capacity investments based on certain mobility standards and other modal investments based on their own prioritization criteria, with a theoretical concept of a complete multi-modal built-out system, does not take away the need to prioritize investments over time. The Potential Performance Measures are system performance measures, not project prioritization criteria. We understand the difference, but assert that the Policy Chapter of the RTP is incomplete so long as it does not include investment prioritization criteria.

- Objectives 1.1 and 7.3 speak to reinforcing growth in certain land use areas, but does not actually state that transportation investments that serve those areas are a higher priority than investments that do not serve “centers, industrial areas, intermodal facilities, corridors and employment areas”.
- Moreover, there are no standards for how to measure whether or how a particular investment serves a particular high priority land use area or design type.
- The land use design types listed do not match Metro’s own hierarchy of 2040 design types, which only identifies the Central City, Regional Centers, Regionally Significant Industrial Areas (RSIAs), and Intermodal Facilities as Primary land use components. Other Industrial Areas, Station Communities, Town Centers, Main Streets and Corridors are secondary land use components. Employment Areas rank last along with Inner and Outer neighborhoods. At a minimum, Metro should be consistent about which are the priority land use design types.
- The OTC has provided clear direction that improvements that benefit freight and economic development are a very high priority, both in the OTP and in the STIP prioritization criteria. Strategy 6.5.2 states “Make transportation investment decisions with an increasing emphasis on improving the economic condition of the state.” Within freight projects, Strategy 3.1.7 says to “give priority to freight mobility projects that are located on identified freight routes of statewide or regional significance, remove identified barriers to the safe, reliable and efficient movement of goods, and facilitate public and private investment that creates or sustains jobs”. The draft RTP addresses freight reliability in Objective 1.4, and job creation in Objective 1.2. However, there is no adequate measure for the transportation system’s contribution to job creation and economic growth and competitiveness. ODOT staff has suggested a measure of economic benefits of transportation improvements (or conversely – economic costs of failing to make certain transportation improvements) along the lines of the “Cost of Congestion Study” through its participation in the Freight Task Force and TAC. The consultant for the Metro Freight Master Plan recommends a similar measure, and suggests use of the “TREDIS” model or similar tool for evaluating the economic impact of transportation investments. We request that such a measure be included in Chapter 1 of the RTP, to help prioritize transportation investments.
- Page 2 of the cover memo mentions that the regional freight functional classification will be dropped, but will be replaced with a regional freight corridors map to inform design and management. This removes the investment prioritization tool currently provided by the regional freight classification
- Most importantly, the list of priority land use design types is simply too long to meaningfully prioritize transportation investments. There is likely not enough money to meet the transportation needs of all the Regional Centers, RSIAs and Intermodal Facilities, let alone the secondary or tertiary land use components. Metro must decide what its policy is for prioritizing between investments that benefit certain land use design types, between developed, urban areas and newly urbanizing areas, and between intraregional circulation versus mobility of through traffic.
- The OTP provides direction to give priority to identifying and removing key bottlenecks in the system (Key Initiative F). FHWA is also focusing on removing

bottlenecks in the system. ITS and other innovative methods allow identification of bottlenecks. The Draft RTP chapter 1 does not incorporate the notion of identifying and improving bottlenecks as a way to prioritize investments and to ensure freight mobility and reliability.

3. Other comments

While our comments so far are organized along the lines of ODOT's previous correspondence on the RTP Update, the remainder of our comments is organized in the order of which page of the RTP draft Chapter 1 they pertain to. The organization and language is so dramatically different from previous versions of the RTP, that inevitably it raises some questions and comments. As stated at the beginning of this memo, the overall approach has many characteristics which are consistent with OTC and ODOT policy and approach as expressed in the OTP. However, "the devil is in the details", hence the following comments:

- Page 1 – 6, Regional Context, Ethics of Sustainability, and RTP Vision: we find the emphasis on the ethics of sustainability, while laudable, inconsistent with the *public process* that was followed in the stakeholder and committee workshops for identifying RTP Outcomes. That process put great emphasis on the *2040 fundamentals*, by taking participants through exercises of identifying the vision for the transportation system that best supports the 2040 fundamentals, what is working well to get to that vision, what is not working, etc. In the current draft, the link to the 2040 fundamentals is weak. The text on page 1 picks 3 concepts, those of equity, environment, and economy, stating these "must be the foundation for all planning activities governed by the RTP". There is no explanation whether or why these 3 values are more important than the other three "fundamentals" of vibrant communities, transportation choices, and fiscal stewardship, or why the Metro Charter value of "quality of life" is left out. The draft identifies 8 goals, without linking them to the 6 "2040 fundamentals". We find this confusing. It would be helpful to map the 8 Goals back to the 2040 fundamentals to maintain consistency and accountability.
- Page 3, second paragraph: We agree that generally transportation is a means to an end, not a goal in itself. However, the description of Quality of Life seems incomplete: people do value the ability to get to all the wonderful things the region and the state have to offer. The proximity and accessibility of the natural, cultural, community and social amenities of the region are very much part of the quality of life, and this has been expressed in some of the workshops we have attended. Conversely, congestion is seen as a detriment to quality of life.
- Page 6, third paragraph: the bulleted items are called "outcomes", but it is not clear what the purpose of this paragraph is. It seems to be yet another listing of the same words that are found under sustainability, 2040 fundamentals, and RTP Goals. This is very confusing.

- Page 7, Goal 1: Compact Urban Form should be separated from Economic Competitiveness, because they are not the same and may even conflict at times. Also, the goal seems vague in its intent, referring to “integrated decisions” rather than a transportation system that supports a compact urban form.
- Page 7, Objective 1.5: Travel Choices: this does not belong under Compact Urban Form and Economic Competitiveness. Maybe Travel Choice is a Goal in itself, with both a person travel and freight component.
- Page 9, Mobility and Reliability Goal: The title of this goal is not reflected in the underlying text which only talks about connectivity and travel choices. The goal should address the movement of people and goods.
- Page 9, Mobility and Reliability: Objective 3.1 and 1.4 are duplicative. It is important to maintain multiple measures for freight reliability, consistent with the recommendations from the Freight Master Plan participants. We recommend separating Economic Competitiveness from Compact Urban Growth, and putting all the freight related measures together under “economic competitiveness”. Access to industrial areas and through movement of freight should be addressed under this goal, as well as the economic costs of congestion.
- Page 9, Goal 3: the Goal is about Mobility and Reliability, yet all the Objectives are about Connectivity. While connectivity is a good thing, it is not sufficient to address mobility. The connectivity objectives and measures must be supplemented with measures for mobility 1) to demonstrate that the system will actually work; 2) to comply with the Oregon Highway Plan, and 3) to guide transportation investment decisions in all those instances where a fully connective multimodal system does not exist and is not likely to be developed due to existing land use, topographic, and/or environmental constraints, and 4) to prioritize investment decisions between now and the buildout of the envisioned fully connected system.

Specifically, Objective 3.2, 3.2.1 and 3.2.5 on page 9 must include specific measures recommended by the Freight TAC and Task Force. The “percent of industrial areas and intermodal facilities served by direct arterial connections to throughways” is an accessibility measure, not a connectivity measure. What does “direct arterial connection” mean? ODOT supports inclusion of a measure of accessibility for industrial areas and intermodal facilities, but this should be expressed in terms of travel time (not as a percentage), and should be supplemented with a measure for through mobility on key regional freight routes. For businesses and freight interests it is not enough to physically be able to get to the freeway – they have to be able to do so reliably, in a reasonable amount of time, and they must be able to maintain a certain reasonable travel speed once on the freeway, at least during off-peak times.

- Page 9, Goal 3: the street design concepts on page 12 should be expressed in terms of Policy (Goal, Objective, or Performance Measure) language in order to be legally enforceable.
- Page 9, Goal 3: there should be an Objective for Local Street Connectivity, similar to the current RTP.
- Page 11, Objective 5.2: this seems like an incomplete list of the types of natural environments to protect.
- Page 11, Objective 5.4: the top 4 measures listed do not measure or contribute to human health. Add a measure about walk and bike trips to school.
- Page 12 through 18: what is the legal meaning of the text on pages 12 through 18 and how do these concepts apply to the actions of transportation providers when they are not expressed in legally adopted policy language?
- Page 12, Throughways: We are not sure what it means that freeways and highways are described as “4 – 6 lanes”. Does that include auxiliary lanes? Does that mean there can never be more than 6 through travel lanes? This needs to be discussed more. Also, Metro staff presentations and Figure 1 mention 2 mile interchange spacing; the text refers to “no less than 1 mile”. Apart from this inconsistency, we need to distinguish between policy for new interchanges and policy that might drive us to remove an interchange.
- Page 14 -15, High Capacity Transit: please distinguish between BRT on separate lanes vs. shared lanes. Not only does this affect the speed and reliability of the transit, but it is of great importance for the owners of the roadways to know the right-of-way implications of the “planned capacity, function, and level of service” of any transit service that the road is supposed to accommodate. The treatment of transit should be incorporated into the street design descriptions where applicable.
- Page 16, Transportation Management Concept: the text says that the first 5 Goals and Objectives also address System Management, but they do so only in a very incomplete way. There needs to be a specific Policy or Goal similar to the OHP Major Improvements Policy to state that before adding new capacity one must demonstrate that feasible TSM, TDM, and modal alternatives have been applied to the maximum extent possible, consistent with the Multi-Modal Corridor Capacity Concept. In addition, performance measures for TSM and TDM must be developed.
- Page 16, second paragraph of the Overview: The last sentence states that “managing the system ...is a necessary step before investing in further expansion of transportation infrastructure”. This is not always true. It may be a good idea, but it is not necessary. It is also not the right thing to do in those areas where the

existing infrastructure does not meet the regional street system concept and its connectivity measures (in other words, where there are no arterials spaced at 1 mile, or collectors at ½ a mile, or local streets at 1/10th of a mile, or where there is no High Capacity Transit to a Regional Center. Both in developed and in newly developing areas it may not be feasible or desirable from a neighborhood livability, environmental, or political perspective to add the missing components of the system. In those cases, adding capacity to the existing system may be the least painful way to go. In addition, where new areas are brought into the UGB it is likely to be necessary to expand the transportation infrastructure, because the existing system does not serve those areas.

- Page 18, Mode Choice: it would be good to include definitions of “mode choice” and “travel options” in the Glossary of Terms.
- Page 20, Goal 7: the Goal statement uses the words “maximize public investment in infrastructure”. We understand the concept of matching transportation investments to other, non-transportation public infrastructure investments in specific locations such as regional centers, industrial areas, and intermodal facilities for maximum overall efficiency. We are not sure if the words “maximize public investment in public infrastructure” and “reinforce Region 2040” best captures that concept. Is the intent here to say “maximize return on public investment”?
- Page 20, Objective 7.3: there needs to be more clear direction and performance measures for protecting public investments in transportation. This is where the Region needs to take a policy position about access management on both throughways and arterials. There should be a policy that there will be no interchange improvements without an Interchange Area Management Plan. This is also where policy language to implement the TPR, section -060 needs to be included.
- Page 21, Goal 8 and Objective 8.1: representative decision-making should encompass much more than geographic distribution of JPACT and MPAC. There should also be mention of representation by gender, age, race, minority status, income, and stakeholder interest (e.g., business, freight, neighborhoods). Accountability does not seem to be the right word for the notion of a seamless system that this Goal covers. The OTP refers to this as “an integrated transportation system across jurisdictions, ownerships and modes”.

Subject: Comments on draft Vision Chapter of the Metro RTP

Date: Friday, January 19, 2007 10:12 AM

From: Young, Jon <Jon.Young@fhwa.dot.gov>

To: Kim Ellis ellisk@metro.dst.or.us, Tom Kloster klostert@metro.dst.or.us

Cc: "Sandhu, Satvinder" Satvinder.Sandhu@fhwa.dot.gov, "Cox, David" David.Cox@fhwa.dot.gov, "Conroy, Ned <FTA>" Ned.Conroy@dot.gov

Kim and Tom,

Here are comments from my office that I just compiled. It was a rush in this pretty compressed workshop schedule Metro has, and hopefully they make sense to you. I did not have time to refer all comments directly to one particular page or paragraph or sentence, but I think you will get the gist just the same. Have a good weekend. Jon

Jonathan Young
Senior Transportation Planner
FHWA, Oregon Division
Phone 503-587-4704
Fax 503-399-5838
jon.young@fhwa.dot.gov

FHWA Comments on Draft 1.0 Regional Transportation Vision
(first Chapter of the RTP)

1. It is difficult to find the transportation focus in this opening chapter of the Regional Transportation Plan. The current focus is about land use and attaining land use goals through other means, specifically by controlling transportation. A transportation plan should first and foremost include transportation goals, and meet transportation needs while also considering other factors and needs, such as land use, human health, and the environment.
2. Capacity and Level Of Service measures are route and mode specific and cannot be applied collectively to the disparate highway types and modes in a corridor. Total person trip capacity does not reflect the actual capacity or congestion in the region. All trips are not transferable between/among modes. The available capacity in one mode may not reflect system conditions. LOS still serves an important purpose for roadway system performance and is a good indicator of current and projected service conditions of the facility.
3. The plan should allow for highway expansion as a viable alternate. The transportation solution for a large and vibrant metropolitan region like Metro should include additional highway capacity options along with maximizing use of the existing system and land use choices.
4. The plan should acknowledge that automobiles are the preferred mode of transport by the citizens of Portland...they vote with their cars everyday.
5. The plan should include a measure of the movement of people on the highways in both the peak and off-peak periods. The objective is to efficiently and effectively move people, goods, services, and information. A potential performance measure only relates to tons of freight movement off-peak. Performance measures should also include freight travel time, person travel time, and hours of peak and off-peak congestion on major facilities, and a measure to assess peak spreading.
6. Measuring freight delays at regional freight corridors may miss the complete picture. Freight has to serve the region at the collector level to improve connectivity. There are also more sophisticated measures of reliability than daily truck delay that should be employed.
7. The plan should provide convenient and safe parking spaces in sufficient numbers at reasonable prices.
8. Part of providing security is preventing crime on all modes of transportation, including transit.
9. There should be a goal of reducing transportation fatalities, injuries, and accidents for all modes. Look at frequency and exposure (travel) measures, not just per capita.
10. The plan should strive to improve the flow of mixed mode facilities for all vehicles. This includes the provision of bus bays for loading and unloading.
11. All streets, including Collector and Local streets should comply with AASHTO design widths.

12. The transportation management chapter should acknowledge that this is a limited concept and that eventually added demand will necessitate system capacity improvements.
13. There should be a measure of the cost per person trip in Goal 7.
14. Goal 8 should measure congestion, safety, freight movement. Are these problems being solved or at least reduced?
15. The plan should not make sweeping statements about fewer funds available now than in the past. There are more funds in federal programs with each passing reauthorization.
16. The aspirational street design elements seem to make sense where a region has much land yet to develop, but not in a region where the network already substantially exists and functions a certain way based on the existing land use.
17. There typically are challenges when an MPO uses a classification system that differs from the highway functional classification system utilized by FHWA and the States. Preferably the same system should be used, but if not, there should be clear translation to delineate consistently how one MPO classification falls into one in the FHWA/State system.

To: TPAC Workshop Participants
From: Chris Smith
Date: 22 January 2007
Re: High Density Transit

At the last meeting, I made a suggestion that the hierarchy of transit types should include an additional category: Circulator Transit. After further reflection, I think High Density Transit is a better name (it does not make preconceptions about alignment structures). I'd like to expand on this idea a bit to assist our further discussion of the topic.

Purpose of High Density Transit

Provide short-trip mobility in Centers and serve as a place-making tool to foster an urban environment in which system users have easy access to housing, jobs, shopping and entertainment. A virtuous cycle is created in which ridership fuels development which in turn provides more ridership.

The dense urban fabric served and created by High Density Transit provides an environment that offers access to closely spaced land uses by walking and cycling as well as transit. FAR utilization approaches 100% in new development along High Density Transit alignments.

Characteristics of High Density Transit

- Operates in Centers and on Main Streets
- Very High Frequency (sub 15-minutes headways, ideally 10 minutes or less)
- Ease of access (i.e., frequent stops) is more important than speed
- Employs some form of fixed guideway to attract development
- May operate in mixed traffic, does not require dedicated right-of-way
- Has high amenity value

Local Examples of High Density Transit

- Existing Portland Streetcar alignment
- Proposed Streetcar Loop
- MAX between Lloyd District and Goose Hollow

I would be careful to distinguish between Streetcar as a vehicle type and High Density Transit. High Density Transit is about a service profile and the use of a fixed guideway.

While Streetcar serves this purpose admirably due to the capacity, scale and ride experience of the vehicle, Streetcar can also be operated as Regional Transit with greater stop spacing and use of dedicated right-of-way as is proposed in the Portland to Lake Oswego Transit Analysis.

In fact, the Lake Oswego proposal is a hybrid, with Streetcar operating as High Density Transit in Johns Landing and in Lake Oswego, and as regional transit in-between (much as MAX operates as High Capacity Transit outside the Central City and as High Density Transit in the Central City).

Subject: RTP Vision Chapter comments

Date: Friday, January 19, 2007 5:14 PM

From: McCaffrey, Robin <Robin.McCaffrey@portofportland.com>

To: ellisk@metro.dst.or.us

Kim, I haven't been able to spend the time on this that I'd have liked, but below are some preliminary comments for your consideration:

Memo to TPAC and MTAC (1/5/07) -

I'm concerned by a couple of your rationales for change. First is the LOS policy rationale. I actually like the direction you want to go in concept, but I can't see dropping LOS without a significant discussion that I don't believe this RTP update process can accommodate. It looks like the topic is going to share 1.25 hours with three other topics. Local agencies use LOS to evaluate projects - if you abandon that measure at the regional level, are local jurisdictions going to change their standards, and if so, under what timeline and within what framework? It would not be good for the region to have apples and oranges roadway standards. I'm sure you have something specific in mind, but it looks now like you're wanting to drop LOS without a clear plan to replace it and without an execution strategy.

Second, I don't believe that you really mean that all streets in the region (and isn't Metro concerned only with streets on the regional system?) should have bike and ped facilities. What about streets for which the optimum system is a parallel facility for bikes or peds? The bullet point language indicates pursuit of design objectives for all streets, but your rationale says that your actual goal is to have bike and ped facilities on every street. We would take issue with that on Airport Way certainly, for reasons including safety at the I-205 interchange.

Ch 1 preface. Suggest adding a sentence to the paragraph under the bullets to the effect of "The region now has a better understanding of the relationship between an efficient transportation system and economic health."

2040 Fundamentals, fundamental #3 - Suggest "A healthy economy that generates jobs and business opportunities, supports the region's gateway function for the rest of the state, and sustains the region's agricultural industry."

Section 2, below Table 2 - is the highest ultimate purpose of the RTP really just to manage growth? (Metro's web site indicates that Metro's primary responsibility is actually to manage land use.) Maybe it's semantics, but as a citizen I think that the RTP goals and objectives ought to support the long-term vision as defined in the 2040 Growth Concept. That is, how do we want this region to look and feel. Managing growth to what end?

That's as far as I can get before the weekend. Hope you have a good one, and I'll see you on Monday.

Robin McCaffrey, PE

Transportation Development Manager

Port of Portland

121 NW Everett St./Box 3529

Portland OR 97209/97208

T:503.944.7513

F:503.944.7466

Subject: RTP Vision Draft Comments

Date: Friday, January 19, 2007 8:49 AM

From: Conrad, Larry <larrycon@co.clackamas.or.us>

To: 'Kim Ellis' ellisk@metro.dst.or.us

Cc: "Weinman, Ron" ronw@co.clackamas.or.us, "Pemble, Scott" ScottPem@co.clackamas.or.us

Kim

Just a couple of quick thought -- I read the working draft 1.0 Regional Transportation Vision with some interest.

I have spent a number of years in the private sector working with transportation and land use indicators. It seems to me that to truly understand the important/impact of the indicators that you have suggested, it will be necessary issue a relative concise estimate of the indicators at a baseline year - say 2005.

This will allow you to compare the existing conditions with the future conditions modeled by the RTP and to determine if the indicators that you have chose can actually produce a measurable assessment of change in the transportation system. If the indicators do not appear to be tracking the issues that you wish to track they may need to be reconsidered, modified or replaced.

Lawrence M Conrad AICP

Senior Planner

Department of Transportation and Development

Clackamas County

9101 SE Sunnybrook Blvd.

Clackamas OR 97015

(v) 503.353.4539

larrycon@co.clackamas.or.us <mailto:larrycon@co.clackamas.or.us>

January 8, 2007

Comments from Mike McKillip (City of Tualatin)

Comments on Memo to TPAC and MTAC

- Page 2. Third Bullet. If the LOS is dropped how will local governments calculate SDC's in the future? It seems there has to be a standard so the impact of growth can be determined and the costs calculated.
- Overall Question. Will these changes better define what is "regional" or will all things become "regional"?

Comments on Working Draft 1.0

- Page 1. Have the ethics of sustainability been adopted or are they proposed here?
- Page 3. Overview—Major Transportation System. Needs to be defined somewhere.
- Page 5. Table 2. Goal 2. Equitable access. This is a laudable goal. But, does it essentially mean that everything is a "regional" part of the system?
- Page 6. 4th bullet. How will this be done with the current UGB expansion system based on soil types?
- Page 7. Objective 1.2. Potential Performance Measures. What about non freight products that require employees to be moved? What about value of products?
- Page 9. Objective 3.2. This seems undoable in developed areas. How will person-trip capacity be defined?
- Page 10. Objective 4.3. What is being considered for the "terrorist actions" actions?
- Page 12. Street Design Elements. These seem like good textbook goals. But with so much area already developed or partially developed are they even worth discussing? UGB expansions don't seem to be big enough or flat enough topography to consider this type of street layout.
- Page 16. Transportation Management Concept. It seems that here is where we should start talking about some standards or goals. Do we want to get from Tualatin to Gresham in 20 minutes "off peak" and 30 minutes "on peak"? Or Forrest Grove to Wilsonville is similar times? This is all good stuff but when do we start talking about what the system will provide us in the future?
- Page 19. Goal 6. It seems that this is a good goal but it will make everything "regional".

Date: January 30, 2007

To: Kim Ellis, Principal Transportation Planner
Tom Kloster, Transportation Planning Manager

From: Sreya Sarkar, Citizen Member, TPAC

After a close study of the RTP Chapter 1, working draft, I have an overarching concern regarding the involvement of community groups that represent the traditionally under-represented populations including ethnic minority and low-income individuals and families. It was not clear from the draft or the discussions held till date about the draft, how much the community groups participated in this process.

I also have an additional concern about the participation of employers (non-government), professional associations and businesses in setting the main goals and objectives.

The detailed comments are concerning 2 areas.

The first area is the RTP Goals.

1. The first goal lumping together compact *urban growth* and *economic competitiveness* are two different issues. Though they converge on some situations they essentially operate in separate domains. Compact urban growth is a strategy that should be applied where and when it is 'economic' and 'efficient'. Whereas economic growth and competitiveness are more organic and at times random. One cannot always predict in which part of a region will there be a substantial growth of industries/businesses and jobs. There should be provision to accommodate maximum business and job growth in the region.
2. *Equitable access* and *mobility* should be brought under one category. Both are related to 'access' to transportation. This is a very significant goal and should be highlighted. It is different from the 'economic growth' facilitation goal. It is about 'social inclusion' which is very relevant now because of the changing demographic composition in the region.
3. *Safety* and *Reliability* could be put under one goal. Safety should address not only accidents/crash on roads but also safety at the bus/train stations, especially at very early and late hours.
4. *Human health* might be somewhat related to the *safety* goal. Travel fatigue and safety from exposure to inclement weather should also be considered under this category when carrying out surveys and Q & A sessions with public.
5. Under Goal 2's objectives (p. 8) Objective 2.2 states that providing a "*coordinated system that is barrier-free and serves the transportation needs for all people, including low income...*" is one of the objectives. Has there been any investigation that brings out the main transportation 'barriers' of the low income and minority population? There should be a detailed investigation in this field to identify the main barriers faced by them.

The second area is Regional Transit network. (p. 15)

- I.* Street Car does not fit under this category. Whether it can be included under Local Transit network is something that should be discussed with local transportation service providers.

Date: January 31, 2007
To: Kim Ellis, Josh Naramore
From: Phil Selinger, Alan Lehto
Subject: RTP Vision – Working Draft Chapter 1

We apologize in being late with our written comments. As noted at TPAC, TriMet is generally very pleased with the direction of the RTP as reflected in this draft Chapter 1 and we recognize that this is a work in progress. First some general comments:

- The departure from **Level of Service (LOS)** evaluation of the transportation system is welcomed and lends a far more multi-modal perspective. It is the next step from the lifting of traditional LOS standards in the last RTP update. LOS is still an performance measurement – just not the focus.
- The **conceptual transportation system framework** needs some work. On the one hand, you have tried to lay out a "grid" that promotes connectivity and a hierarchy of multi-modal roads – and transit services. On the other hand, the construct fails to acknowledge the importance of providing priority access to the 2040 priority land use types - centers and industrial areas which would distort the neat grid concept. Of course, we know that most of the region is a blending of grids and nodal-based development and infrastructure patterns.
- The construct also recalls TriMet's work of some year ago to develop a Primary Transit Network - that focused on various **levels of service geared to the 2040 land use types**, using HCT to interconnect Regional Centers and using Frequent Service to service Town Centers and Main Streets. The construct called for a less central-city-centric arrangement. Thresholds (of density and quality of development) would apply to places and connections that may not be "mature" or ready for the highest levels of transit service e.g. our recent Damascus discussions.
- There will be a continuing debate as to how the **streetcar fits into the transit network planning process**. We agree with Chris Smith's comments trying to tie streetcar to land use and the influence on development. At TPAC we suggested that there is a two-dimensional framework that places the capacity of the mode on one axis and the ROW treatment on the other. Almost any mode can be placed in this 2-D framework. Attached is a diagram of what that might look like - but in the end this is academic. How efficient modes are in moving people and how effective modes are in shaping communities is one of the great things about having a family of transit options. There is a City and a Metro led process outside of the RTP to look into this further.

- There is a split emphasis in this draft framework regarding **pedestrian needs**. On the one hand the RTP would refrain from specifying the details of locals streets, sidewalks and crosswalks, but on the other hand, it speaks very directly for the need for connectivity and pedestrian and bike mobility and transit access. We need the weight of the RTP to make sure these local connections are made. Can that be done while leaving the details to local jurisdictions?
- I for one was confused by the discussion on **outcomes** at the JPACT retreat. This framework supports an outcomes-based approach was we do not believe that emphasis should be diluted at all.

What follows are specific comments, largely prepared by Alan; some reinforcing the general comments above:

- Memo, Page 3 - First bullet describes a reasonable approach for transit, but may be incomplete. Overlapping radial systems make sense, especially on the Westside where a grid system is not easily carved out, but only if and when centers mature to the point where they can generate enough demand. A roadway network that is relatively complete and more grid-like, however, is preferred as it affords easy transfers at route intersections and allows travel from almost any point to almost any point without out-of-direction travel through a center. We suggest rephrasing this description to something more like: "The transit system map will be expanded to reflect a design and management approach for providing service that allows convenient movement to, from, and between 2040 centers. In parts of the region where development focuses on centers, the approach will move more toward providing radial systems serving centers, with overlap and connections providing the complex web of transit options necessary to serve growing demand. In areas where development focuses on Mainstreets and within larger regional centers, the approach will be to complete grid systems allowing convenient transfers for multi-destination trips."
- Memo Page 3 - First bullet describes a reasonable approach for transit, which TriMet has been moving to since the early 1980's as we developed regional transit centers and more crosstown bus service. The description in the rationale is misleading. Suggest new wording as follows: " Significant growth in population and jobs in the areas outside the Central City are difficult to serve with the Central City focused hub-and-spoke system that developed for most of the 20th century. Beginning in the 1980's with a major redesign of the eastside bus routes and continued development of transit centers throughout the region, TriMet began to respond to changing travel patterns in the region. This statement represents a deepening commitment to this approach, especially in parts of the region outside the older neighborhoods of Portland's eastside, where the road infrastructure and topography do not easily lend themselves to such a grid system. RTP background research demonstrated growing demand and desire for a web of convenient travel service connections between suburban areas of the region that remain also linked to the Central City. This is also consistent with dispersing travel patterns and more demand for transit trips that do not involve the Central City throughout the country, even though Central City demand remains high. The RTP vision retains.... (continue as written originally)"

- Chapter 1, Page 1 - Paragraph after the quote, first sentence. Suggest simplifying to: "This preamble to the Metro Charter, especially the emphasized passage above, lays the groundwork.... (continue as before)"
- Table 1 - We need a new category for "regionally significant industrial areas" and for "intermodal facilities" to guide the RTP. They can still be Primary Land Use Components, but they have such different needs than the Central City and Regional Centers, we're fooling ourselves to try to lump them together. Suggest Primary Industrial/Employment (which would incorporate Regionally significant industrial areas, as well as all freight-focused intermodal facilities) be separated from Primary Mixed-Use (Central City, Regional Centers and passenger focused intermodal facilities). Someone else can come up with better names, and maybe provide some clarity for where passenger-focused facilities like PDX and Union Station come in.
- Page 4 - Just a note that may be worth stating. The 6 fundamentals all fit into the RTP in terms of providing access and mobility, but access (e.g., enabling good clustering of land uses, walkability, etc.) is different from mobility (driving, even transit in some ways). The distinction can get lost.
- Page 5, Goal 1 – These deserve to be two separate goals and the nexus between the two, as stated, is not clear. They would seem to have some independence from each other.
- Page 5, Goal 3 – This should go a step further to include "livable streets" with complete pedestrian and bike features.
- Page 7, Goal 1 – No recommended solution, but the measures for Objectives 1.1 and 1.2 are just inputs, it would be good to find something that was more of an output or result for a performance measure. One could also expand on "Transportation Investments".
- Page 8, Measures for Objective 2.1 - suggest adding: Percent of homes and parks within one-half mile access (via neighborhood streets) of bike lanes or bikeways.
- Page 8, Measures for Objective 2.2 – Suggest a revision to "Percent of seniors and people with disabilities within one-quarter *mile via continuous sidewalks/protected crosswalks* of regional transit service."
- Page 9, Measures for Objective 3.1 - Add words "off-peak" and consider both auto and transit.
- Page 9, Goal 3 statement – As noted at the January 29th JPACT retreat, need to be clearer about what (limited access) throughways really are. This looks like the RTP is calling for freeways to every industrial area. Consider separating industrial areas and freight intermodal facilities into separate objective that allows calling for truck-route access to throughways, rather than direct throughway access to all.
- Page 9, Objective 3.2.2 - While ¼ mile access to transit is a widely considered standard, it may be inappropriate to call for regional transit service on all arterial streets. We must look at spacing and coverage instead. More frequent service on fewer streets that still allows

walk access is far better than less frequent service on every arterial. This is probably mostly an issue only in eastside grid. Change "all" to "most" and it'll probably be OK.

- Page 9, Objective 3.2.4 - Consider two-tier 1/4 mile and 1/2 mile distances. 1/2 mile is still only a ten-minute walk - if there are sidewalks and still may have a level of acceptability in places where densities do not otherwise support a more dense transit network.
- Page 9, Objective 3.2.5 - Consider adding access to rail as a potential measure, given the preferred performance of rail for long-distance freight movement. Also, how does small-truck freight (which may not need a "throughway") play into this objective?
- Page 9, Objective 3.2.6 - Some measure of bikeway continuity should also be included.
- Page 9, Objective 3.2.7 - Should also recognize the importance of continuity of the sidewalk network. Another measure should be intervals of safe (controlled) crossings of major arterials (1/2-mile minimum?).
- Objective numbers are off - need those to be fixed.
- Page 10, Objective 3.10 - Continuity should be considered as well.
- Page 10, Objective 4.1 - Add ped/bike injuries fatalities as a separate measure.
- Page 10, Objective 4.2 - Specify time span for SPIS locations addressed (in last five years? since the earth cooled? just kidding).
- Page 10, Objective 4.3 - Not exactly sure how, but this ought to include measures of personal safety and of national security / independence from foreign oil.
- Page 11, Objective 5.1- Possible measure percentage growth in centers vs undifferentiated areas/urban fringe. Could also measure the percent of zoning capacity utilized by redevelopment – similar to some of the analysis used in the streetcar "Hovee" study.
- Page 11, Objective 5.3 - Any way to track air quality-related health incidents (incidence of childhood asthma or cancers?)
- Page 12 - For throughways, clarify number of lanes in each direction. This definition doesn't square with a desire to get these to every industrial area (see comment above for Objective 3.2.1). A suggestion would be to change or eliminate Objective 3.2.1.
- Page 12 - For both definitions of regional arterials, add a phrase at the end "at safe speeds" to clarify the "high traffic volumes" statement.
- Page 13, Figure 1 - Add further caption: Idealized concept showing preferred spacing of facilities and illustration of multi-modal corridor for capacity analysis

- Page 13, Regional Street System Concept - Should be noted somewhere that cross-arterials (the ability to move between different facilities in the corridor to respond to congestion) is essential.
- Page 14, Figure 3 - Remove all cul-de-sacs immediately! No planning document in the region should show an idealized street grid that includes cul-de-sacs (unless topographically required). Just leave those streets disconnected with larger blocks remaining.
- Page 15 - Regional Transit Network, replace statement in parentheses with "all day and weekends when possible".
- Page 15 – While streetcar can be used in a regional mode (Lake Oswego planning), it has thus far been used as a local circulator mode. You could list it in both places.
- Page 15, Local Transit Network - Here would be a good place to mention the vital role of sidewalk connectivity and protected crosswalks.
- Page 16 -Overview, 2nd paragraph – Stocking buying analogy is pretty bourgeois!
- Page 17- 2nd paragraph under Application in the Portland metro region, last sentence - Add word in all caps as follows: "This simple approach to system management does not require any ADVANCED technology..."
- Page 17- At the end of the sentence under "Ongoing" add "...as TriMet currently does."
- Page 18, Choice of route and timing – You might insert in here that these systems can also help select among modes – for example, the latest version of Google Maps compares transit and auto travel times AND cost.
- Page 20, Objective 7.2 - Need more explanation about the "relative cost comparison for roadway and transit operations and maintenance". What's the goal and do we find ourselves comparing costs between modes?
- Page 22, Glossary - The presented BRT definition is really the "busway" end of the BRT spectrum. Amend first sentence and add as follows: "Bus Rapid Transit (BRT) service uses buses in their own guideway or in mixed traffic with a range of transit priority treatments to provide service with speed, frequency, and comfort." Let's not get into the comparison with LRT. BRT can't do everything LRT does, but the industry hasn't yet proven how close it can get.
- Page 22, Glossary, Frequent Bus - Amend and add to first sentence as follows: "Frequent bus service provides local bus service that is more frequent than rapid bus, but is somewhat slower because it makes more stops, providing corridor service rather than nodal service along select transit corridors."
- Page 22, Glossary, LRT - Service runs at least every 15 minutes (not 10). Add to the end "...and grade-separation where it is appropriate from the surrounding built environment."

- Page 22, Glossary, Local bus, second sentence - Add: "... as often as every 30 minutes on weekdays AND MAY BE MORE FREQUENT DURING HOURS OF PEAK DEMAND."
- Page 23, Glossary, Mini-Bus – To TriMet this is a vehicle-type, not a service type. This presently has very limited representation of this service type in the TriMet system except, of course, for the extensive LIFT service provided to those with mobility disabilities. We have at times operated “employer shuttles” between MAX stations and major employment sites. The Cedar Mills shuttle is an example of a neighborhood-based demand responsive service. Remove reference to 60-minute response time. There are too many different services lumped in here to provide time examples. Statement about service as demand warrants is fine.
- Page 23, Modal Targets - Are these defined here or in the TPR? Anyway, industrial areas and outer neighborhoods targets should recognize their poor ability to support transit and the large scale land use that makes walking more difficult by being in their own category and having somewhat lower targets, e.g., 30-45%. TriMet is moving away from providing 100% regional coverage. Low-density neighborhoods with poor pedestrian access are not effectively served by transit. These areas may be more park & ride dependent.
- Page 23, Glossary, Park-and-ride - While most park & rides have some attention given to bike and pedestrian connections, the nexus is not very relevant. Those facilities are more associated with major bus stops and transit centers, which tend to be in pedestrian-oriented environments. Also, be more direct, add sentence: "Avoid large park-and-rides in centers where possible, or provide for shared-use or conversion to local uses over time."
- Page 23, Glossary - Passenger intermodal facilities: Should Oregon City Amtrak station be added?
- Page 24, Glossary - Passenger rail, delete "up to 79 miles per hour". We should hope for more.
- Page 24, Glossary, Streetcar - Add new 2nd sentences: "Streetcar service often provide local circulator service and also serves as a potent incentive for denser development in centers"
- Page 24, Glossary, Regional bus - Change 2nd sentence: "...operates with maximum HEADWAYS of 15 minutes DURING MOST OF THE DAY AND MAY BE 7 DAYS A WEEK with conventional stop spacing..." “Covered bus shelters” is redundant. As an aside, TriMet has Bus Stop Amenities Development Criteria, which is used to assign various on-street to bus stops. Ridership, wheelchair activity and adjacent land uses are some of the considerations. Note that elsewhere we said this service would operate on all arterials – see previous note.

That’s probably enough for now. Thanks for bearing with us and let us know if you have questions!

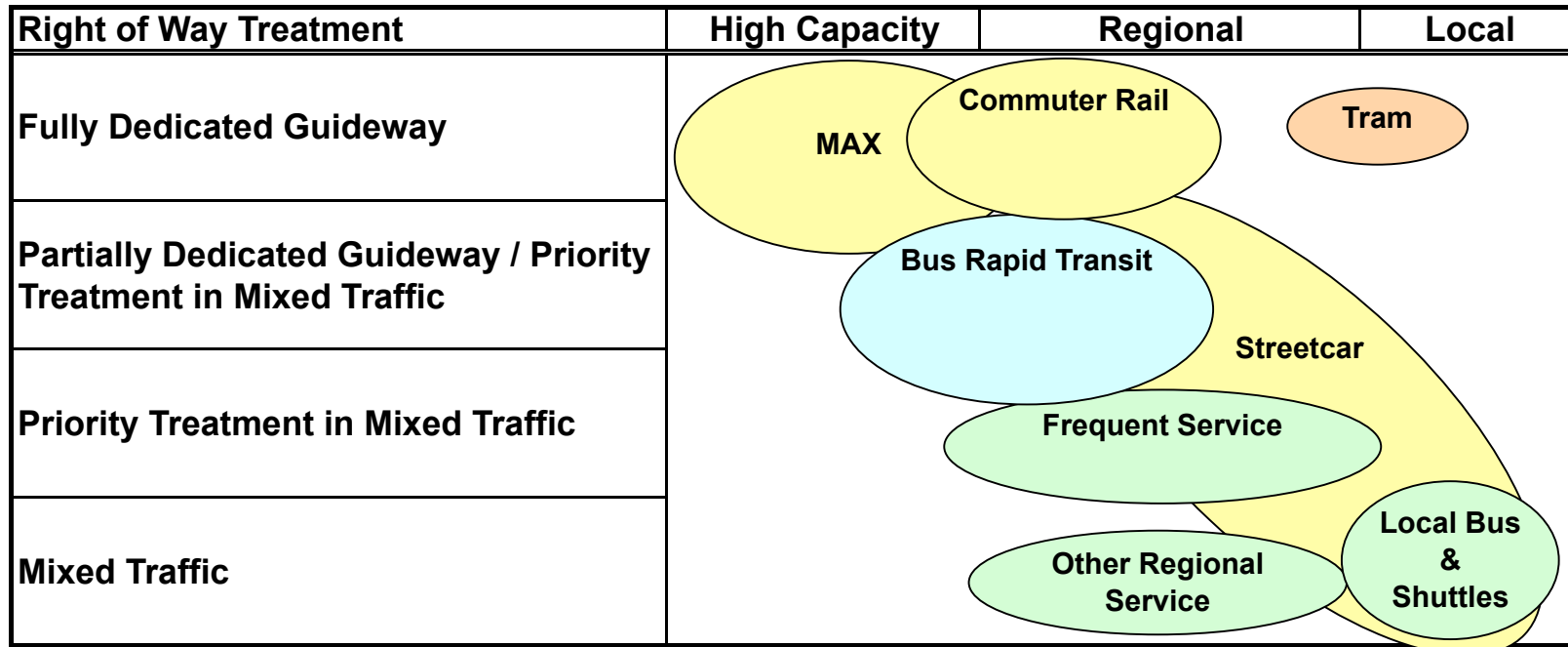
C: Fred Hansen

January 31, 2007

Page 7

Neil McFarlane
Olivia Clark
Eric Hesse
Ric Vrana

The Relationship Among Transit Modes



Note: Bus Rapid Transit by definition can cover a wider range of application, including fully dedicated guideway. Commuter rail can achieve higher capacity than represented with increased frequencies and train length.

MPAC Agenda Information

Agenda Item Title:

Resolution No. 07-3781 Approving a Timeline for the New Look at Regional Choices Project

Presenter: Robin McArthur

MPAC Meeting Date: Feb. 14, 2007

Purpose/Objective:

To discuss and get a general understanding of the timeline and milestones and to get input from MPAC before Council consideration of the resolution on February 22, 2007

Action Requested/Outcome:

Raise any issues that Council should consider

Background and context:

This timeline or “road map” lays out a general schedule for the next five years for the New Look at Regional Choices project. The New Look project is a collaborative effort to find new, creative ways to absorb a million residents in this region in the next 25 years, while preserving the values of our long-term vision.

What has changed since MPAC last considered this issue/item?

What is the timeline for further consideration of his agenda item (e.g., MTAC, MPAC, Council)

MTAC reviewed timeline on February 7. The Metro Council is scheduled to consider the resolution at their February 22 meeting.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING) RESOLUTION NO. 07-3781
A TIMELINE FOR THE NEW LOOK) Introduced by Council Brian Newman
AT REGIONAL CHOICES PROJECT)

WHEREAS, the Metro Council adopted Resolution No. 05-3628 approving project proposals for the New Look at Regional Choices; and

WHEREAS, the Metro Council adopted Ordinance No. 06-1111 approving a budget and 2006 work program for the New Look project; and

WHEREAS, major accomplishments of the New Look project to date include the establishment of an Integrated Policy Framework to guide the work program; the development of a regional legislative agenda supported by local elected officials; the definition of an integrated implementation strategy for Investing in Our Communities; the identification and evaluation of a range of tools to focus investments in centers and corridors; sponsorship of several Get Centered! Events through the region highlighting successful investments in vibrant mixed-use communities; completion of research on the agricultural economy, natural landscape features and elements of great communities that informs Metro's efforts to designate urban and rural reserves and promote innovative urban development; and the implementation of a regional construction excise tax to fund concept and comprehensive planning in recent expansion areas; and

WHEREAS, local elected officials and members of the public have expressed their support for the goals and principles of the 2040 Growth Concept; and

WHEREAS, the Metro Council worked collaboratively with partners to complete the work to date and is committed to continued collaboration through the use of MPAC, other committees, and partners; and

WHEREAS, House Bill 2051 introduced in the 2007 Oregon Legislative Session extends the schedule for completion of the inventory, determination and analysis of housing capacity and need within the urban growth boundary to from five to seven years, and

WHEREAS, the Metro Policy Advisory Committee endorsed a regional legislative agenda that includes support for an extension of the region's urban growth boundary evaluation cycle by two years as contained in House Bill 2051; and

WHEREAS, the Metro Council remains committed to the development and implementation of a new and innovative policy framework for managing future growth; now therefore

BE IT RESOLVED:

1. The Metro Council adopts a new timeline for the period 2007 to 2011 for the New Look at Regional Choices project as specified in Exhibit A, contingent on enactment into law of a two-year extension of the region's urban growth boundary evaluation cycle by two years.

2. The Council directs staff to prepare a detailed work plan that meets this timeline and demonstrates a collaborative approach to involve partners reaching agreement at key milestones.

ADOPTED by the Metro Council this _____ day of _____, 2007

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Exhibit A

Timeline and Key Milestones for New Look at Regional Choices, 2007-2011

Fall 2007

- Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council adopt 2035 Regional Transportation Plan by resolution
- Region agrees on criteria for performance-based Urban Growth Boundary approach
- Region agrees on criteria and process to determine urban reserves and rural reserves and a process to engage neighboring cities in the discussion

Winter 2008

- Region agrees on 2040 investment strategy focusing investments in centers and corridors
- Region agrees on a regional infrastructure strategy and funding

Spring 2008

- JPACT and Metro Council adopt amended 2035 Regional Transportation Plan by ordinance

Winter 2009

- Region agrees on recalibrating capacity expectations
- Region agrees on Performance-based Urban Growth Boundary approach
- Metro Council designates urban reserves
- Region agrees on rural reserve strategy

Summer 2009

- Metro Council accepts Urban Growth Report

2010

- Metro Council makes urban growth management decisions

2011

- Monitor performance

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 07-3781, FOR THE PURPOSE OF APPROVING A TIMELINE FOR THE NEW LOOK AT REGIONAL CHOICES PROJECT

Date: February 6, 2007

Prepared by: Sherry Oeser

BACKGROUND

In FY 2006, the Metro Council established the New Look at Regional Choices as a Council Project and adopted a two-year budget and work plan. During the past year, significant accomplishments occurred including establishing an Integrated Policy Framework to guide the work program; developing a regional legislative agenda supported by MPAC; defining an implementation strategy to focus new investments in centers and corridors; identifying and evaluating a range of tools and strategies to focus investments in centers and corridors; sponsoring several Get Centered! events throughout the region and in Vancouver, B.C. to highlight successful investments in mixed-use communities; completing research on the agricultural economy, natural landscape features, and great communities to inform future work; and implementing a regional construction excise tax to fund concept planning in recent expansion areas.

Resolution No. 07-3781 lays out a general timeline for the New Look at Regional Choices project for the next five years with key milestones for regional agreements and Metro Council consideration of specific work products. This timeline will be used by the Council, staff and our regional partners as the New Look project proceeds. Attachment 1 to this staff report provides a graphic version of the timeline.

ANALYSIS/INFORMATION

1. Known Opposition: None known
2. Legal Antecedents: Resolution 05-3628, designating additional councilor projects and confirming lead councilors and councilors liaisons for elements of the New Look at Regional Choices project. Ordinance No. 06-1111 approving a budget and 2006 work program for the New Look project. Resolution 06-3670, approving the FY 2007 budget.
3. Anticipated Effects: The timeline provides the Metro Council, staff and our partners with a road map of what decisions need to be made and when.
4. Budget Impacts: The work necessary to implement the timeline contained in Resolution 07-3781 has budget impacts for staffing and material and services funding in the Planning Department for at least the next three fiscal years.

RECOMMENDED ACTION

Adopt Resolution No. 07-3781



“Road Map” for New Look Regional Choices, 2007 – 2011

