

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: June 27, 2007

DAY: Wednesday, 5:00-7:30 p.m. **PLEASE NOTE TIME EXTENSION**

PLACE: Metro Council Chamber/Annex

NO	AGENDA ITEM	PRESENTER	ACTION	TIME
	CALL TO ORDER	Fuller		
1	SELF INTRODUCTIONS & COMMUNICATIONS	All		5 min.
2	CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS			5 min.
3	CONSENT AGENDA • April 25, 2007	Fuller	Action	5 min.
4	COUNCIL UPDATE • Financial Incentives Toolkit • SDC Event Brochure	Harrington	Update	5 min.
5	LEGISLATIVE UPDATE & ROUNDTABLE	Tucker	Update	5 min.
6	MPAC SCHEDULE	Harrington/Fuller	Information	5 min.
7	ORDINANCE 07-1154 For The Purpose Of Amending The Regional Framework Plan And Chapter 3.01 Of The Metro Code (Urban Growth Boundary And Urban Reserve Procedures) To Allow Consideration Of Major Amendments To The UGB To Accommodate Need For Housing	Hosticka/O'Brien	Introduction/ Presentation Discussion	10 min. 20 min.
8	NEW LOOK • RTP o RTP Process & Finance (Roads) o Regional Freight and Goods Movement Action Plan	Ellis Platman	Presentation Discussion Presentation Discussion	10 min. 40 min. 20 min. 20 min.

UPCOMING MEETINGS:

MPAC: July 11 & 25, 2007

MPAC Coordinating Committee, Room 270: July 11, 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.

To receive assistance per the Americans with Disabilities Act,
call the number above, or Metro teletype 503-797-1804.

To check on closure or cancellations during inclement weather please call 503-797-1700.

Metro Policy Advisory Committee

June 27, 2007

Item 3 – Consent Agenda Meeting Summary for June 13, 2007

METRO POLICY ADVISORY COMMITTEE MEETING RECORD

June 13, 2007 – 5:00 p.m.

Metro Regional Center, Council Chambers

Committee Members Present: Shane Bemis, Richard Burke, Rob Drake, Dave Fuller, Bernie Giusto, Judie Hammerstad, John Hartsock, Tom Hughes, Richard Kidd, Alice Norris, Martha Schrader, Chris Smith

Committee Members Absent: Ken Allen, Jeff Cogen, Larry Cooper, Nathalie Darcy, Andy Duyck, Charlotte Lehan, Wilda Parks, Tom Potter, Bob Sherwin, Larry Smith, Erik Sten, Steve Stuart

Alternates Present: Lane Shetterly, Shirley Craddick

Also Present: Bill Bash, City of Cornelius; Eric Chambers, City of Gresham; Carol Chesarek, Citizen; Bob Clay, City of Portland; Brent Curtis, Washington County; Markley Drake, City of Happy Valley; Kay Durtschi, MTAC; Meg Fernekes, DLCD; Ed Gallagher, City of Gresham; Art Kamp, Citizen; Dean Kampfner, Waste Management of Oregon; Irene Marvich, League of Women Voters; LEEANNE MacColl, League of Women Voters; Richard Meyer, City of Cornelius; Dick Ponzi, Citizen; Sandra Ramaker, Rockwood Water PUD; Pat Ribellia, City of Hillsboro; Paul Savas, Clackamas County Special Districts Alternative; Karen Schilling, Multnomah County; Dave Waffle, City of Cornelius; Alonzo Wertz, TriMet

Metro Elected Officials Present: Liaisons – Brian Newman, Council District 2; Kathryn Harrington, Council District 4; Robert Liberty, Council District 6; Suzanne Flynn, Metro Auditor

Metro Staff Present: Dick Benner, Dan Cooper, Andy Cotugno, Chris Deffebach, Mike Hoglund, Linnea Nelson, Ken Ray

1. SELF-INTRODUCTIONS & COMMUNICATIONS

Chair Dave Fuller, called the meeting to order at 5:05 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 April 25, 2007:

Motion:	Mayor Richard Kidd, City of Forest Grove, with a second from Mayor Alice Norris, moved to adopt the consent agenda without revisions.
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Vote:	The motion passed unanimously.
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4. COUNCIL UPDATE

Councilor Kathryn Harrington gave a brief update of the recent items before the Metro Council.

Councilor Robert Liberty said he would be sending a brief memorandum and corresponding spreadsheet to the MPAC members. He said it would be an exercise pertaining to where to put another million people in the region. He thought it was an extremely useful exercise and urged the members to try it when they received it.

5. JPACT UPDATE

Andy Cotugno, Planning Director, distributed an agenda for the JPACT meeting scheduled for the next morning. He also gave an update on the joint MPAC/JPACT meeting. He reviewed the tentative agenda schedule for MPAC, in conjunction with JPACT, through the summer months.

6. LEGISLATIVE UPDATE

Councilor Brian Newman gave an update on the regional legislative agenda.

7. SOLID WASTE ENHANCED DRY WASTE RECOVERY (EDWRP)

Mike Hogle, Solid Waste & Recycling Director, reviewed the highlights of the material included in the packet. He updated the committee on a new development regarding two parties that would need to transition their properties. They had requested a revised timeline and that had been amended in the ordinance.

Mayor Judie Hammerstad, City of Lake Oswego, said she was concerned about the number of homes demolished in order to make new homes. She said the Lake Oswego Council had reworded all their ordinances to utilize 'deconstruction' language in order to recycle and reuse building material.

Mr. Richard Burke, Washington County Special Districts, asked Mr. Hogle to relate to the committee how negotiations had been with the waste management folks.

Mr. Hogle recapped those discussions.

Dean Kamfer, Waste Management of Oregon, wanted the playing field to be fair for all players. He said they had concern about moving forward with an ordinance before they fully understood how all the players in the marketplace would be affected by the ordinance. He said they would need to analyze how it would affect their tonnage flows to their landfill and determine what type of material recovery facility (MRF) they build at their Hillsboro location. Once they did understand all the rules and facts then they would need twenty-four months to design, build, and implement MRF at the Hillsboro landfill.

Mayor Richard Kidd, City of Forest Grove, expressed concern that the program would cost his constituents money. There was discussion about how this would affect the Forest Grove facility.

Mr. Burke asked Mr. Kamfer if waste management supported the ordinance.

Mr. Kamfer said that they wanted to understand how all the players would be affected by the new ordinance which was developing how Metro chose to deal with another landfill six-to-seven miles down the road from them.

Mr. Burke wanted to know if Lakeside was resisting the ordinance.

Mr. Hoglund explained the discussions that had taken place with Lakeside. He said that there had been three meetings with them and conceptual deal points, including the surcharge, had been reached. He said they were generally in agreement with the deal points. There were other issues related to DEQ requirements and some land use requirements from Washington County that they were still trying to work out.

Chair Fuller asked to take a vote.

Mayor Rob Drake, City of Beaverton, said he was not hearing a definitive yes or no from Waste Management. He said that Lakeside Landfill could possibly trump the whole process by filing a Measure 37 claim. He asked Mr. Hoglund if that had been resolved with Washington County. He said he was concerned with waste management's caution and how would their interest as a company weigh-in to level the playing field after MPAC voted on the ordinance?

Mr. Hoglund said that the way to level the playing field for Waste Management was through the disposal surcharge. He said the Metro Chief Operating Officer (COO) would need to look at the economics of the system in order to set that surcharge. That would be determined and then recommended to the Metro Council on March 8, 2008. He said he would be happy to keep Mayor Drake and others informed on how that was progressing and Waste Management's comfort with that process. He said that Lakeside had submitted a claim and Washington County's process for dealing with claims was they broke it into three tiers and they were looking at housing/residential type Measure 37 claims first, and the last tier was larger commercial Measure 37 claims which might end up scheduled after the vote on Measure 37. One other conceptual deal point with Lakeside landfill was that they would finish within the existing footprint of the landfill, so they wouldn't utilize the Measure 37 claim for landfill operations.

Motion:	John Hartsock, Clackamas County Special Districts, with a second from Mayor Shane Bemis, City of Gresham, moved to recommend adoption of Ordinance 07-1147 to the Metro Council.
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Vote:	The motion passed unanimously.
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8. RESOLUTION 07-3804 FOR THE PURPOSE OF ENTERING AN ORDER TO WAIVE THE DEADLINE FOR FILING AN APPLICATION FOR A MAJOR AMENDMENT TO THE URBAN GROWTH BOUNDARY BY THE CITY OF CORNELIUS

Councilor Harrington gave an introduction on this item and the reason the resolution was written.

Mr. Dick Benner, Metro Attorney, gave an explanation of the resolution.

Mayor Kidd said it was appropriate to take this issue up and propose to Metro Council.

Mayor Drake said he agreed, and he thought the request was non-invasive and would allow Cornelius a level playing field.

Mr. Burke said he agreed also, and that anything that added flexibility was good.

Mayor Hammerstad asked about the size of the property.

Councilor Harrington said that information would be handled under a separate process.

Mr. Benner said that major amendments could be very large scale and legislative in nature or they could be very small involving one property and/or one owner and thereby be quasi-judicial. All of these would go to hearings officers. The hearings officer would make a recommendation to the Metro Council and the Council would review the recommendation of the hearings officer based on the record. If a proposed major amendment turned out to be quasi-judicial in nature because it was small in scope, it would probably not come to MPAC. If it was larger scale, involving a lot of properties and territory, then it would probably come back to MPAC.

There was discussion about the process and possible ramifications especially pertaining to when amendments would come before MPAC.

Motion:	Mayor Rob Drake, City of Beaverton, with a second from Mayor Richard Kidd, City of Forest Grove, moved to recommend adoption of Resolution 07-3804 to the Metro Council.
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Vote:	The motion passed unanimously.
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9. REGIONAL PLANNING & COLLABORATION OF CITIES IN THE UPPER RHINE REGION OF GERMANY, FRANCE & SWITZERLAND

Councilor Robert Liberty introduced Dr. Sven von Ungern-Sternberg.

Dr. Sven von Ungern-Sternberg gave a PowerPoint presentation. Copies of the slides will be attached to the permanent record.

There being no further business, Chair Fuller adjourned the meeting at 6:50 p.m.

Respectfully submitted,



Kim Bardes
MPAC Coordinator

ATTACHMENTS TO THE RECORD FOR JUNE 13, 2007

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

AGENDA ITEM	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
#4 Council Update	June 2007	Nature Next Door brochure	061307-MPAC-01
#5 JPACT Update	6/14/07	Joint Policy Advisory Cmte on Transportation	061307-MPAC-02
#6 Legislative Update	6/13/07	Metro News Release, Metro Council, regional partners gain approval for ambitious reforms to Portland-area growth management policies	061307-MPAC-03
			061307-MPAC-04

Metro Policy Advisory Committee

June 27, 2007

Item 7 – Ordinance 07-1154

MPAC Worksheet

Agenda Item Title (include ordinance or resolution number and title if applicable):
Metro Ordinance No. 07-1154 FOR THE PURPOSE OF AMENDING THE REGIONAL FRAMEWORK PLAN AND CHAPTER 3.01 OF THE METRO CODE (URBAN GROWTH BOUNDARY AND URBAN RESERVE PROCEDURES) TO ALLOW CONSIDERATION OF MAJOR AMENDMENTS TO THE UGB TO ACCOMMODATE NEED FOR HOUSING

Presenter: Tim O'Brien

Council Liaison Sponsor: Carl Hosticka

MPAC Meeting Date: 06/27/07

Amount of time needed at meeting:

Presentation: 10 minutes

Discussion: 20 minutes

Information (laying groundwork for a later decision): First informational discussion

Update:

Action required?: no action required

Purpose/Objective (what is the purpose of having the item on *this meeting's* agenda):

To provide information on proposed Ordinance No. 07-1154, which amends the Metro Code to allow Major Amendments to the UGB for residential use.

Action Requested/Outcome (What do you want MPAC to do at *this meeting*? State the *policy* questions that need to be answered.)

Informational discussion on proposed code change, no action required.

Background and context (if information has several components, please be sure to address expected outcomes for each component):

Metro Ordinance 07-1154 proposes changes to Metro's UGB Major Amendment process. Specifically the ordinance contains three key elements:

1. It removes the prohibition, enacted in 2001, on including housing considerations in major UGB amendments taking place in non-UGR review years
2. It adds additional criteria for major amendments related to housing
3. It requires approval of local governments and their commitments to provide services to new housing areas before the Metro Council considers whether to bring new land in for housing through a major amendment

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

MPAC has not previously considered this item.

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



DATE: June 21, 2007

TO: MPAC Representatives and
Interested Persons

FROM: Tim O'Brien, Senior Regional Planner

**RE: *MTAC discussion and recommendation on Metro Ordinance 07-1154
– Major Amendment Process***

Background

Metro Ordinance 07-1154 proposes changes to Metro's UGB Major Amendment process. Specifically the ordinance contains three key elements:

1. It removes the prohibition, enacted in 2001, on including housing considerations in major UGB amendments taking place in non-UGR review years
2. It adds additional criteria for major amendments related to housing
3. It requires approval of local governments and their commitments to provide services to new housing areas before the Metro Council considers whether to bring new land in for housing through a major amendment

MPAC will consider this ordinance on June 27th and is scheduled to make a recommendation to the Metro Council at your July 11th meeting. The first public hearing and second reading is scheduled for the Metro Council meeting on July 19, 2007.

MTAC Discussion and Recommendation

MTAC discussed the proposed ordinance at their June 6th and June 20th meetings.

There were two main points of discussion:

- Residential use is the same as non-residential uses when it comes to land supply and therefore should be considered in the same way under the Major Amendment process, and
- What are the consequences of considering this proposal now in light of the urban and rural reserve work the region will be undertaking in the next few years?

After much discussion on the pros and cons of both points, a motion was made to recommend against adoption of Metro Ordinance 07-1154. This motion passed 13 for to

6 against. Listed below are the main pro and con viewpoints that were expressed for the two discussion points.

Residential use has the same land supply needs as non-residential uses

Pro

- ❑ Residential land should be treated the same as other types of land under the major amendment process, this is a question of fairness
- ❑ This amendment is reinstating a process that was in place prior to 2001

Con

- ❑ Residential use is different from non-residential uses when it comes to the landscape. Residential uses do not need specific land types like some non-residential uses. This is evident from the work that was done in 2004 to develop different criteria to determine the best land to meet industrial land needs
- ❑ Residential land is not a short-term issue; the 5-year cycle is a relatively short time frame. The residential market does not change that quickly

Adopting this amendment will not impact the future urban and rural reserve work

Pro

- ❑ This is the first small step towards a performance based UGB expansion process, it will help build a bridge from the old process to a new system that could be developed through the reserve work
- ❑ The time frame to submit a major amendment application for residential use is in February/March 2008 only. The urban growth report will be completed in 2009, thus no major amendment applications will be accepted in 2009. Therefore any applications received in early 2008 will not negatively impact other reserve work

Con

- ❑ A larger policy discussion needs to occur to determine how this proposal relates to the reserves work scheduled for the next two years
- ❑ This process undermines the whole impetus of the New Look, which was intended to be an all-inclusive process of consideration of a variety of growth management tools. This proposed amendment takes away from that comprehensive look
- ❑ A successful application could result in something contrary to what the region decides to do in a specific location in terms of urban and rural reserves
- ❑ A larger discussion is needed on the performance based UGB question, this direction might not be the direction the region ultimately decides upon
- ❑ There is still land from the 2002 UGB decision to plan and implement; a successful major amendment application could undermine these efforts

In addition, some concerns were also mentioned in term of the proposed criteria, as listed below.

- ❑ The additional criteria are not difficult to meet, a public planning process similar to the Title 11 requirements are a better way to proceed
- ❑ There is a concern with the governance question and who would be the likely service providers. It is not necessarily crystal clear what is expected from the elected officials in criterion (d)
- ❑ The additional criteria do make it a higher standard to meet and will require more of an investment from the landowner
- ❑ Concern with specific language of proposed criteria – use of the terms *boards*, *likely service providers* and *definition of public facilities and services*

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



DATE: June 13, 2007

TO: MTAC Representatives and
Interested Persons

FROM: Tim O'Brien, Senior Regional Planner

RE: Metro Ordinance 07-1154 – Major Amendment Process

Background

Metro Ordinance 07-1154 proposes changes to Metro's UGB Major Amendment process. Specifically the ordinance contains three key elements:

1. It removes the prohibition, enacted in 2001, on including housing considerations in major UGB amendments taking place in non-UGR review years
2. It adds additional criteria for major amendments related to housing
3. It requires approval of local governments and their commitments to provide services to new housing areas before the Metro Council considers whether to bring new land in for housing through a major amendment

The staff report in support of Ordinance 07-1154 is attached for your review.

MPAC will consider this ordinance on June 27th and July 11th. The first public hearing and second reading is scheduled for the Metro Council meeting on July 19, 2007.

Purpose

The purpose of this memo is to remind you of the discussion that occurred at the last MTAC meeting regarding this proposed ordinance. I have broken down the key points of concerns and comments that were made into three separate categories for discussion. Please review these concerns and be prepared to make a recommendation to MPAC regarding Ordinance 07-1154.

WHY/WHY NOT

- Residential land should be treated the same as other types of land under the major amendment process, this is a question of fairness
- This is just reinstating a process that was in place prior to 2001

- ❑ Residential land is not a short-term issue, the 5-year cycle is a relatively short time frame
- ❑ No substantial evidence that the regional population forecasts are grossly inaccurate

WHY PROPOSE AN AMENDMENT NOW

- ❑ Why is this amendment being proposed now and how does it relate to the reserves work scheduled for the next two years
- ❑ Concerned that these types of applications will distract from the reserve work that needs to be accomplished and Metro staff will be stretched thin
- ❑ This will undermine the whole impetus of the New Look, which was intended to be an all-inclusive process of consideration of a variety of growth management tools
- ❑ A larger discussion is needed on the performance based UGB question
- ❑ This will distract from the reserve discussion, which is a priority for the region
- ❑ This is the first small step towards a performance based UGB expansion process

GENERAL COMMENTS

- ❑ Don't feel the additional criteria are difficult to meet
- ❑ The additional criteria do make it a higher standard to meet and will require more of an investment from the landowner
- ❑ Concern with specific language of proposed criteria – use of the terms *boards*, *likely service providers* and *definition of public facilities and services*

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 07-1154, FOR THE PURPOSE OF AMENDING THE REGIONAL FRAMEWORK PLAN AND CHAPTER 3.01 OF THE METRO CODE (URBAN GROWTH BOUNDARY AND URBAN RESERVE PROCEDURES) TO ALLOW CONSIDERATION OF MAJOR AMENDMENTS TO THE UGB TO ACCOMMODATE NEED FOR HOUSING

Date: May 24, 2007

Prepared by: Tim O'Brien
Senior Regional Planner

INTRODUCTION

State law directs the Metro Council to complete a periodic analysis of the capacity of the urban growth boundary (UGB) and the need to amend it to accommodate long-range growth in population and employment. The Metro Council determines the need for land for housing based upon a 20-year population forecast that is coordinated with affected local governments. Past regional forecasts have represented the most likely and reasonable “middle of the road” growth projections that are based on a framework of how the region has responded to historical trends – including economic, industry, demographic, and national and global forces at work in the region. A number of assumptions are included in the 20-year forecast that may prove inaccurate over time and the periodic review process is not always responsive to unanticipated short-term changes in circumstances. The proposed changes to the Regional Framework Plan (RFP) and Metro Code Section 3.01 will provide a process for Metro to respond to unanticipated changes in the need for land for housing in addition to other non-housing needs.

Ordinance 07-1154 proposes three key changes related to the UGB Major Amendment process. Adoption of this ordinance will:

1. Remove the prohibition, enacted in 2001, on UGB Major Amendment applications for residential use;
2. Add additional criteria for UGB Major Amendments for residential use; and
3. Require a written statement adopted by the elected officials of the jurisdiction responsible for land use planning of the land to be added to the UGB and from the elected officials of the boards of the likely urban service providers that they are willing to provide services to the land being brought into the UGB through the Major Amendment process.

BACKGROUND

The Metro Regional Framework Plan (RFP) and Metro Code Chapter 3.01 (Urban Growth Boundary and Urban Reserves Procedures) authorize amending the urban growth boundary (UGB) through a Major Amendment process. The purpose of the Major Amendment process is to provide a mechanism to address needs for land that were not anticipated in the last analysis of the buildable land supply under ORS 197.299 (1) and cannot wait until the next analysis. A city, county, special district or property owner may submit a Major Amendment application to Metro between February 1 and March 15 of each calendar year, except that calendar year in which the Metro Council is completing its analysis of the buildable land supply under ORS 197.299 (1). Currently, land may be added to the UGB under the Major Amendment process for the following purposes: public facilities and services, public schools, natural areas, land trades and other non-housing needs.

Existing Metro Code Requirements

Presently under the Major Amendment process, the applicant must meet the “need” and “locational factors” of Statewide Planning Goal 14: Urbanization, equivalent to Metro’s legislative amendment process. Briefly, the “need” criteria address:

- A demonstrated need to accommodate long-range urban population consistent with a 20-year forecast;
- A demonstrated need for land suitable to accommodate housing, employment opportunities and other uses such as public facilities, parks and schools; and
- A demonstration that the need cannot be reasonably accommodated on land already inside the UGB.

The “locational factors” criteria address:

- The efficient accommodation of the need;
- Orderly and economic provision of public facilities and services;
- Comparative environmental, energy, economic and social consequences; and
- The compatibility of the proposed urban use with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Proposed Additional Metro Code Requirements for Residential Major Amendments

In addition to the existing code requirements noted above, this ordinance would require an application for a Major Amendment for residential uses to address additional quantitative and qualitative criteria including a demonstration that the land proposed for addition to the UGB can meet the following:

- Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;
- Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;
- Can be designed to be walkable and serviced by a well-connected system of streets by appropriate and financially capable service providers; and
- Can be designed to preserve and enhance natural ecological systems.

Finally, the applicant must also submit a written statement adopted by the elected officials of the jurisdiction responsible for land use planning of the land to be added to the UGB and from the elected officials of the boards of the likely urban service providers that they are willing to provide services to the land being brought into the UGB through the Major Amendment process.

The public hearing for any Major Amendment application is before a hearings officer. The hearings officer submits a proposed order and recommendation, with findings of fact and conclusions of law and the record of the hearing, for consideration by the Metro Council. The Council shall allow oral and written arguments by participants in the proceedings before the hearings officer. The Council shall adopt the proposed order and ordinance if the Council decides to expand the UGB, or revise or replace the findings and conclusions in a proposed order or remand the matter to the hearings officer. If the amendment is less than 100 acres the Council’s decision may be appealed to LUBA. If the amendment is over 100 acres the Council’s decision may be appealed to LCDC and then the Court of Appeals.

ANALYSIS/INFORMATION

Known Opposition: Staff is not aware of any formal statements of opposition, but it has come to staff’s attention that 1000 Friends of Oregon opposes this ordinance.

Legal Antecedents: The Metro Regional Framework Plan and Metro Code Chapter 3.01 (Urban Growth Boundary and Urban Reserves Procedures) authorize amending the urban growth boundary through a Major Amendment process.

Anticipated Effects: The adoption of Ordinance 07-1154 will provide the opportunity to amend the UGB for residential uses through the Major Amendment process. It is not possible to know how many applications will be received, if any, but Metro staff has responded to numerous inquiries since 2001, when the code was changed to eliminate housing from the Major Amendment process, regarding the possibility for adding residential land to the UGB through the Major Amendment process.

Budget Impacts: Under Metro Code 3.01 the applicant is required to submit a deposit with the application to cover staff time for processing the Major Amendment application. This deposit is also used to cover the cost of the hearings officer and notice requirements. The applicant will be billed for any costs beyond the initial deposit.

Due to the difficult nature of demonstrating “need” as defined by Goal 14 during the period between Metro’s analysis of the buildable land supply under ORS 197.299 (1) and the additional financial and qualitative design criteria that will need to be evaluated, considerable staff time will be necessary to process Major Amendment applications for residential uses.

The application processing time period for a Major Amendment is 40 calendar days. Due to this relatively short time period and the extensive amount of work necessary to evaluate the application, write the staff report, and coordinate the hearing before the hearings officer, it will be necessary to re-allocate some staff duties exclusively to this work in both the Long Range Planning and Data Resource Center sections of the Planning Department to meet the deadline.

If the proposed Major Amendment would add more than 100 acres to the UGB, Metro code requires staff to prepare a report on the effect of the proposed amendment on existing residential neighborhoods that addresses the following (per Metro Code Section 3.01.025(h)):

1. Traffic patterns and any resulting increase in traffic congestion, commute times and air quality;
2. Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory; and
3. The cost impacts on existing residents of providing needed public facilities and services, police and fire services, public schools, emergency services and parks and open spaces.

As this additional report is a requirement Metro has imposed upon itself and is not part of the application requirements, the staff time to complete this report is not covered by the deposit submitted by the applicant.

In addition, if the proposed Major Amendment would add more than 100 acres to the UGB, Metro would have to submit the amendment to LCDC in the manner provided for periodic review, according to ORS 197.626. The deposit submitted by the applicant does not cover the time spent by staff completing this process.

It is not possible to specify the budget impact at this time. Redeployment of existing staff using currently budgeted resources will be feasible if we receive only a limited number of applications for major amendment. If a significant number are received, and particularly if several applications involve more than 100 acres, it is unlikely that the required work can be performed timely within existing resources. Should that occur, we would return to Council for direction to reduce or eliminate certain existing work or authorization to increase resources, either temporary staff or purchased services, during the processing of the amendments.

M E M O R A N D U M

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METRO

DATE: May 31, 2007
TO: TPAC and MTAC Members and Interested Parties
FROM: Kim Ellis, Principal Transportation Planner
SUBJECT: 2035 Regional Transportation Plan (RTP) – Process Update

Purpose/Objective

The purpose of this memo is to describe the overall schedule for completing the remaining phases of the 2035 Regional Transportation Plan (RTP) update, basic federal and state requirements for the RTP and the relationship of the RTP to other planning processes. The objectives of this agenda item are to:

- Respond to issues raised by local agencies and clarify requirements for the 2035 RTP and relationship to other planning processes.
- Update members on next steps for the process and the May 10 JPACT recommendation to expand the schedule for completing the state component of the 2035 RTP to June 2008.

Action Requested/Outcome

No action is requested.

Background and context

Preparation and adoption of the RTP is a key element of Metro’s responsibilities to plan for growth in the region. The plan provides a framework for planning, building, and managing an integrated transportation system in the Portland metropolitan region. The primary mission of the RTP is to implement the Region 2040 vision for land use, transportation, the economy and the environment. Since Phase 3 of the update process began in March, a number of issues and concerns have been raised by local agencies and other interested parties. The key issues and next steps are summarized in the remainder of this memo.

ISSUE 1: EXPANDED SCHEDULE

On May 10, JPACT recommended that the Metro Council expand the timeframe for updating the RTP. **Attachment 1** to this memo includes a letter from Metro Councilor Rex Burkholder regarding the JPACT recommendation.

Next Steps: Under this recommendation, development and adoption of the 2035 RTP will occur in two steps between March 2007 and June 2008. This ensures that federal requirements will be met before the current plan lapses in March 2008, while allowing for more detailed analysis of the RTP components that

respond to statewide planning rules. **Attachment 2** to this memo identifies key milestones and decision points for each component.

The federal component will be adopted by resolution by MPAC, JPACT and the Metro Council in December 2007, pending air quality conformity, as originally planned. Release of a discussion draft plan that includes a financially constrained system of investments and updated policy framework is anticipated in mid-October for a public comment period prior to adoption.

With approval of the federal component of the 2035 RTP, additional research and analysis will begin to complete the state component of the plan to respond to provisions of the Oregon Transportation Planning Rule (TPR). A public comment period is planned in late-spring 2008 to provide an opportunity for input on a second discussion draft 2035 RTP. A final 2035 RTP that meets federal and state requirements is planned to be adopted by June 2008.

RTP MODELING AND ANALYSIS

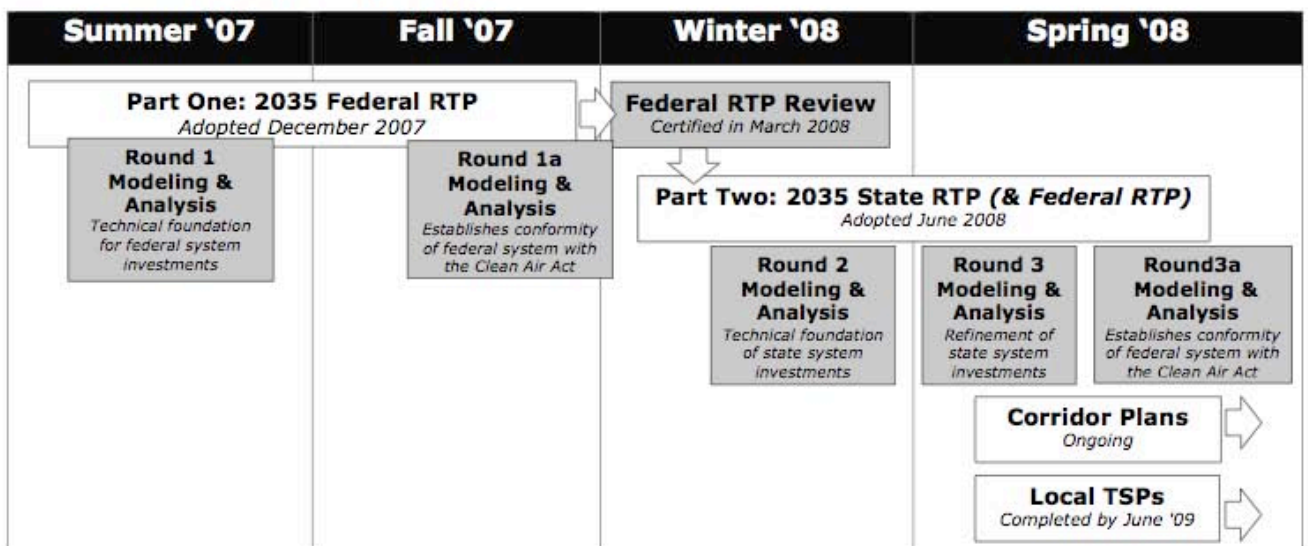
The expanded schedule allows for two additional rounds of analysis to evaluate the impact of future growth on the regional transportation system. As a result, there will be five rounds of modeling for the 2035 RTP update - 3 rounds of analytic modeling and 2 rounds of air quality modeling.

- Part 1 – Federal RTP update – two rounds of modeling
 - July/August 2007 – Technical foundation for federally system investments (Round 1)
 - December 2007/January 2008 – Establish conformity of federal system with the Clean Air Act (Round 1a)

- Part 2 - the State (& Federal) RTP update – three rounds of modeling
 - February 2008 – Technical foundation for state system of investments (Round 2)
 - April 2008 – Refinement of state system of investments (Round 3)
 - June 2008 – Establish conformity of state (& federal) system with the Clean Air Act (Round 3a)

The RTP modeling schedule is shown in **Figure 1**.

Figure 1. 2035 RTP Update Modeling Schedule



ISSUE #2: RTP POLICY FRAMEWORK REFINEMENTS

Questions have been raised about whether local agencies will have an opportunity to provide additional input on the policy framework before adoption in December 2007 and again in June 2008.

Next Steps: Additional comments on the March 1 provisional draft policy framework are requested by June 29, 2007. Metro staff will compile a comment log and recommendations for changes to the framework in July/August. Staff will develop refinements to the policy framework for review by Metro advisory committees in September. Comments may also be provided during the formal public comment period planned for October-November 2007 prior to adoption of the federal component of the RTP. Opportunities for additional refinement will be provided in 2008 as part of developing the state component of the RTP.

ISSUE #3: DISTINGUISHING BETWEEN FEDERAL AND STATE REQUIREMENTS FOR THE RTP

Questions have been raised regarding the federal and state requirements the 2035 RTP must address.

Next Steps: A background paper was developed during Phase 1 of the update that details specific requirements for the RTP. The background paper is available upon request. The following is a summary of these requirements:

Federal requirements

- The federal RTP system of investments must be financially constrained - based upon revenue levels that can “reasonably” be expected to be available, given the need to use a portion of the revenues to “adequately” maintain and operate the system.
- The federal RTP system of investments and policies must:
 - Meet air quality requirements
 - Address SAFETEA-LU planning factors
- The federal RTP will be adopted by resolution in December 2007.
 - MPAC makes a recommendation to JPACT and the Metro Council. JPACT and the Council approve the resolution.
 - If the federal RTP is refined in 2008, these amendments will also be adopted by resolution in June 2008 along with the state component of the RTP.

State requirements

- The state RTP system of investments must be supported by a financing strategy to raise additional revenues beyond the federal financially constrained system.
- The state RTP system and policies must:
 - Adequately serve the planned land uses of the jurisdiction.
 - Comply with the Transportation Planning Rule, Oregon Transportation Plan and statewide planning goals
- The state RTP will be adopted by Ordinance in June 2008.
 - MPAC, JPACT and the Metro Council approve the state RTP by ordinance as a land use action
- Recent TPR Amendments require periodic updates to the RTP be coordinated with the federal update, which under SAFETEA-LU is required every 4 years.
 - The time line for local jurisdictions to update their TSP following RTP adoption is one year. However, the TPR gives Metro the flexibility to adopt an ordinance (and seek

LCDC approval) for a compliance schedule that gives local jurisdictions more than a year.

ISSUE #4: RELATIONSHIP OF RTP TO OTHER PLANNING PROCESSES

Questions have been raised regarding the relationship of the RTP and other planning processes that will need to address the final 2035 RTP beginning in 2008.

Next Steps: The following is a summary of the other planning process that will be affected by the 2035 RTP and their respective relationship to the RTP.

RTP and the Metropolitan Transportation Improvement Program

The fundamental building block for funding transportation improvements in Portland Metropolitan region is the RTP. An important tool in implementing the RTP is the Metropolitan Transportation Improvement Program (MTIP). The MTIP schedules and identifies funding sources for projects of regional significance to be built during a four-year period. Federal law requires that all projects using federal funds be included in the MTIP. Projects in the MTIP must be included in the RTP financially constrained system.

While the financially constrained system should provide the basis for most MTIP funding decisions, other projects from the RTP may be selected for funding. In this event, the RTP financially constrained system will be amended to include the project or projects. In addition, when amending the financially constrained system, continued financial constraint must be demonstrated by identifying additional revenues or removal of other projects from the financially constrained system. Such amendments to the RTP also require an air quality conformity determination except in the case of exempt projects.

Corridor Refinement Plans

In March and April 2007, the Regional Freight and Goods Movement Task Force, MPAC and JPACT participated in separate workshops to explore mobility issues and priorities for investments in the RTP update. This included discussion of how the region will address current transportation needs and promote passenger and freight travel reliability in identified mobility corridors in the future. On April 30, 2007, Metro, TriMet and the Oregon Department of Transportation (ODOT) convened a technical workshop to build on the direction provided in the previous policy-level discussions.

The purpose of the exercise for these committees was to establish a starting point for ODOT and TriMet to develop more specific investment proposals for the RTP. The investments identified by ODOT and TriMet for the mobility corridors will be the starting place for the RTP to determine the need for improvements within these and other mobility corridors. In some cases, specific transportation solutions will not be identified as part of the RTP update due to the level of analysis required to make that determination. For these corridors, "placeholder" solutions and rough cost estimates will be included in the list of RTP projects.

Corridor refinement plans are the detailed studies that will explore possible transportation solutions for the "placeholder" projects in response to the needs identified in the RTP. Refinement plans are warranted before specific projects or actions that meet an identified transportation need can be adopted into the RTP. The plans involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Metro and ODOT generally initiate and lead necessary refinement planning in coordination with affected local, regional and state agencies. Examples of corridor refinement plans currently underway include: the Columbia River Crossing project,

Local Transportation System Plans

Transportation System Plans (TSPs) are long-range plans that guide multi-modal transportation investments at the local level. The state Transportation Planning Rule requires most cities and counties in the Metro region to complete TSPs. These plans must be consistent with RTP (and OTP) policies, projects and performance measures. Local TSPs must identify transportation needs for a 20-year planning period, including needs for regional travel within the local jurisdiction. TSPs combine the best transportation improvements that address a need, and are consistent with overall local comprehensive plan objectives. TSPs may also identify refinements to the regional transportation system to be incorporated during the next RTP update.

Table 1 provides a general outline of the respective roles of the RTP, MTIP, corridor refinement plans and local transportation plans:

Table 1. Summary of RTP relationship to other planning processes

<p>Regional Transportation Plan</p>	<ul style="list-style-type: none"> ▪ Establishes overall transportation policy for region for long-term ▪ Defines regional system elements that provide backbone for local systems ▪ Defines regional mobility corridor management and refinement planning agenda
<p>Metropolitan Transportation Improvement Program</p>	<ul style="list-style-type: none"> ▪ Schedules and identifies funding sources for projects of regional significance to be built during a four-year period ▪ Includes all projects using federal funds, including funds that ODOT allocates through the STIP, public transportation funds administered by the transit agencies TriMet and SMART, and regional "flexible funds" that Metro allocates every two years through its "Transportation Priorities" process. ▪ MTIP projects must be in RTP financially constrained system
<p>Corridor Refinement Plan</p>	<ul style="list-style-type: none"> ▪ Respond to general RTP directive for detailed corridor solutions ▪ Recommend amendments to RTP in the form of policy and projects ▪ Coordinated with mobility corridor management strategies
<p>Local Transportation Plan</p>	<ul style="list-style-type: none"> ▪ Establishes local transportation policy ▪ Defines local system as a complement to the region system ▪ Identifies refinements for next RTP update

ISSUE #5: DETERMINATION OF TRANSPORTATION NEEDS AND INVESTMENT PRIORITIES

Questions have been raised about how transportation needs and investment priorities will be identified.

Next Steps: ODOT, TriMet and local coordinating committees will identify transportation needs and investments to meet those needs as part of the two track RTP investment solicitation process, relying largely on existing adopted plans/studies. Investments are to be submitted to Metro by June 18. The investments submitted will be analyzed this summer in a first round of modeling. Local agencies and JPACT/Council will review this assessment and identify priority investments that match “reasonably available” revenue. Local agencies will be responsible for submitting investment priorities within agreed upon updated local financially constrained revenue targets by September 7. JPACT and MPAC will

recommend priority investments for the regional financially constrained revenue targets at a joint meeting in mid-September. The recommended package of locally- and regionally-funded priority investments that match “reasonably available” revenue will be the focus of a formal 30-day public comment period to be held on the discussion draft RTP in October-November 2007. JPACT and the Council may approve refinements to the investment priorities in December 2007 based on comments received. Air quality modeling will be conducted of the prioritized investments to ensure they meet federal and state air quality requirements. Two additional rounds of analysis will be conducted in 2008 for the state component of the RTP to further identify and evaluate transportation needs not adequately addressed in the first round of modeling.

ISSUE #6: NEED FOR ADDITIONAL ONGOING AGENCY COORDINATION

The RTP process requires significantly expanded coordination between Metro and state, regional and local jurisdiction partners in order to share information and work through many of the complex issues being raised during the process.

Next Steps: Metro staff is committed to meeting one-on-one with local agency staff as needed and convening periodic local agency coordination meetings with designated coordinating committee leads to address this issue.

Please do not hesitate to contact me if you have questions at ellisk@metro.dst.or.us or (503) 797-1617.

/attachments

- Attachment 1: Letter from Councilor Rex Burkholder on expanded schedule for 2035 RTP (dated May 24, 2007)
- Attachment 2: 2035 Regional Transportation Plan Update Schedule (dated May 31, 2007)



To: Regional Transportation Plan (RTP) Interested Parties
From: Rex Burkholder, JPACT Chair
Date: May 24, 2007
Subject: Expanded schedule for the 2035 RTP

On May 10th, JPACT recommended that the Metro Council expand the timeframe for updating the RTP from December 2007 to June 2008. Under this proposed scheduling option, approval of the federal and state components of the RTP would be sequenced -- the federal component would be adopted by resolution by JPACT and the Metro Council in December 2007, as originally planned. Then, the state component would be added and a final RTP submitted in June 2008.

Although the Metro Council won't vote on this action until June 14, I do expect the Council to adopt JPACT's recommendation to expand the RTP schedule.

I want to be clear that the current RTP timeline for meeting all *federal* requirements by December 2007 is still in place in order to ensure that the current plan -- scheduled to expire in March 2008 -- doesn't lapse and that opportunities for transportation funding are not missed.

The additional time to complete the state component will allow for more detailed analysis of the RTP in order to respond to statewide planning rules, and to make sure that we develop the best possible transportation plan for our region.

Even though we are expanding this timeframe, it is very important for the region to complete the state portion of the RTP because more than anything else, transportation investments set the stage for where new housing and businesses locate, and how our region will develop physically. With such a powerful influence on all community and economic development, it simply isn't practical to perform other large-scale planning without the building block that the RTP provides. Many businesses expect this and plan around it, and we owe it to our region to do this well and in a timely fashion.

In addition, the June 2008 completion date for the state portion of the RTP will still ensure that the RTP work will be completed well before any transportation funding initiatives at the regional or state level are proposed.

If you have any further questions about this matter, please feel free to contact either Andy Cotugno at (503) 797-1763, or Robin McArthur at (503) 797-1714.

Sincerely,

A handwritten signature in black ink, appearing to read 'RBM', with a long horizontal flourish extending to the right.

Rex Burkholder
Chair, JPACT



METRO

2035 Regional Transportation Plan Update Schedule

Updated June 5, 2007

Development and adoption of the 2035 RTP will occur in two steps between March 2007 and June 2008. The following is the schedule for the remaining phases of the 2035 Regional Transportation Plan (RTP) update. This schedule identifies key milestones and decision points for each component.

- The schedule for Part 1 (development of the *federal component* of the 2035 RTP) was developed to receive public and local technical review, Environmental Protection Agency review and Federal Highway Administration and Federal Transit Administration approval by March 5, 2008.
- The schedule for Part 2 (development of the *state component* of the 2035 RTP) was developed to receive public and local technical review by June 2008.

PART 1: FEDERAL COMPONENT OF 2035 RTP

PHASE 3: System Development and Analysis of Federal Component (March – Sept. 2007)

March –April 2007	Metro Advisory committees' discussion of outcomes-based project solicitation process approach and state/regional mobility investment priorities
April 23, 2007	2035 RTP investment solicitation begins
April 27, 2007	TPAC discussion of RTP schedule
April 30, 2007	Metro/ODOT/TriMet sponsored Metropolitan Mobility Workshop (MTAC/TPAC/ITS/RTO/Freight TAC)
May 10, 2007	JPACT discussion of RTP schedule options and finance
May 23, 2007	Freight Task Force discussion state/regional mobility investment priorities
May 24, 2007	JPACT/MPAC discussion of state/regional mobility investment priorities and RTP finance
June 1, 2007	TPAC discussion of RTP finance and process next steps
June 12, 2007	Council work session on RTP finance and process next steps
June 14, 2007	JPACT discussion on Regional Freight and Goods Movement Plan (RFGMP), preview of ODOT and TriMet investment priorities and RTP Finance (roads) Land Conservation and Development Commission (LCDC) briefing Freight TAC discussion of RTP performance measures
June 18, 2007	Project worksheets and modeling assumptions due at 5p.m.
June 20, 2007	MTAC discussion of RFGMP and RTP process next steps
June 27, 2007	MPAC discussion of RFGMP and RTP Finance (roads)
June 29, 2007	TPAC discussion of RTP performance measures and RTP investment pool

July 10, 2007	Council work session on RTP performance measures and RTP investment pool
July 12, 2007	JPACT discussion on RTP investment pool and RTP finance (transit)
July 13, 2007	TPAC/MTAC discussion of RTP performance measures (<i>special workshop</i>)
July 18, 2007	MTAC discussion on RTP performance measures and RTP investment pool Quarterly Trails work group discussion on RTP investment pool (trails)
July 25, 2007	MPAC discussion of RTP investment pool and RTP finance (transit)
July 26, 2007	JPACT finance discussion of RTP finance
July 27, 2007	TPAC discussion of RTP performance measures
August 7, 2007	Council work session
August 8, 2007	MPAC discussion of RTP finance and performance measures
August 9, 2007	JPACT discussion of RTP finance and performance measures
August 13, 2007	Cost estimate worksheets due at 5p.m.
August 20, 2007	Metro and local agency staff finalize financially constrained revenue forecast
August 24, 2007	2035 RTP systems' analysis, policy framework refinements and financially constrained revenue target released
August 31, 2007	TPAC discussion of RTP systems' analysis and policy framework refinements
September 5, 2007	MTAC discussion of RTP systems' analysis and policy framework refinements
September 7, 2007	ODOT, TriMet and Local Agency federal priorities (financially constrained project lists) due at 5p.m.
September 11, 2007	Council work session discussion of RTP systems' analysis and policy framework refinements
September 12, 2007	MPAC discussion of RTP systems' analysis and policy framework refinements
September 13, 2007	JPACT discussion of RTP systems' analysis and policy framework refinements
September 26, 2007	Joint JPACT/MPAC meeting to discuss RTP systems' analysis results and policy framework refinements

PHASE 4: Review and Adoption Process for Federal Component (Oct. 2007 – March 2008)

September 28, 2007	TPAC discussion on discussion draft 2035 RTP (<i>federal component</i>) to be released by JPACT for public review
October 3, 2007	MTAC discussion on discussion draft 2035 RTP (<i>federal component</i>) to be released by JPACT for public review
October 9, 2007	Council work session discussion on discussion draft 2035 RTP (<i>federal component</i>) to be released by JPACT for public review
October 11, 2007	JPACT action to release discussion draft 2035 RTP (<i>federal component</i>) for public review
October 15, 2007	Discussion draft 2035 RTP (<i>federal component</i>) released for 30-day public review

October 16, 2007	Consultation with CETAS (Collaborative Environmental and Transportation Agreement for Streamlining) agencies
October 18, 2007	Bi-State coordination committee briefing
October 25, 2007	Open house and public hearing #1 on federal priorities for the 2035 RTP – <i>time and location to be determined</i>
October 26, 2007	TPAC discussion of draft 2035 RTP (<i>federal component</i>)
November 1, 2007	Open house and public hearing #2 on federal priorities for the 2035 RTP – <i>time and location to be determined</i>
November 7, 2007	MTAC discussion of draft 2035 RTP (<i>federal component</i>)
November 8, 2007	Open house and public hearing #3 on federal priorities for the 2035 RTP – <i>time and location to be determined</i>
November 12 -16, 2007	Interagency consultation on detailed air quality conformity determination assumptions, methods, etc. for 2035 RTP and 2008-11 Metropolitan Transportation Improvement Program (MTIP)
November 14, 2007	MPAC discussion of draft 2035 RTP (<i>federal component</i>)
November 15, 2007	JPACT discussion of draft 2035 RTP (<i>federal component</i>) 30-day public review period ends at 5 p.m. Open house and public hearing #4 on federal priorities for the 2035 RTP – <i>at Metro Regional Center, Council Chambers</i>
November 30, 2007	TPAC action on 2035 RTP and introduction to upcoming air quality analysis for 2035 RTP and 2008-11 MTIP
December 5, 2007	MTAC action on 2035 RTP - pending air quality analysis
December 12, 2007	MPAC action on 2035 RTP - pending air quality analysis
December 13, 2007	JPACT action on 2035 RTP - pending air quality analysis
December 13, 2007	Metro Council action on 2035 RTP - pending air quality analysis
December 14, 2007	Air quality conformity determination emission analysis begins for 2035 RTP and 2008-11 MTIP
January 21, 2008	Joint 2035 RTP and 2008-11 MTIP air quality conformity modeling and draft report complete. 30-day public review period begins of complete air quality conformity analysis, including emission results. Analysis also sent to TPAC members, federal air quality partners (EPA, FHWA, FTA).
January 22-25, 2008	Federal interagency consultation concerning air quality analysis results, recommendations.
January 26, 2008	TPAC consultation on air quality analysis results and recommendations.
February 20, 2008	30-day public review of 2035 RTP and 2008-11 MTIP with air quality conformity analysis ends
February 22, 2008	TPAC action on air quality conformity determination and 2035 RTP
February 28, 2008	JPACT final adoption of air quality conformity determination and 2035 RTP (<i>special meeting</i>)

Metro Policy Advisory Committee

June 27, 2007
Item 8 – New Look

MPAC Agenda Information

Agenda Item Title: Transportation Finance Policy Issues Affecting the 2035 Regional Transportation Plan (RTP)

Presenters: Andy Cotugno (Metro)

MPAC Meeting Date: June 27, 2007

Purpose/Objective(s):

- Continue a series of policy discussions on how to fund the region's transportation needs.
- Develop a common understanding among MPAC members on transportation finance issues and tradeoffs affecting the 2035 Regional Transportation Plan (RTP).

Action Requested/Outcome (what do you want/need MPAC to do at *this meeting*). **Are there specific questions you need answered?**

- At the June 27 meeting, begin discussion of financial realities and tradeoffs related to funding for road-related elements of the RTP (Discussion items 3, 4 and 5) described in the attached memo. A discussion of funding the transit-related elements of the RTP and land use considerations (Discussion items 6, 7, 8 and 9) described in the attached memo is proposed for discussion on July 25.
- Complete **Attachment 1** to the attached memo and submit to Kim Ellis at ellisk@metro.dst.or.us by June 27. The responses you provide will be summarized and shared with MPAC, JPACT members and the Metro Council. Staff will also use this input, and input provided by JPACT and the Metro Council during the next month, to frame options for future discussions on RTP finance.

Background and context:

Preparation and adoption of the RTP is a key element of Metro's responsibilities to plan for growth in the region. The primary mission of the RTP is to implement the Region 2040 vision for land use, transportation, the economy and the environment and address current and future transportation needs. To accomplish this mission, the plan provides a framework for planning, building and managing an integrated transportation system in the Portland metropolitan region.

The attached memo describes the basic federal and state requirements the RTP must address and frames key transportation finance issues and choices on how the region could proceed to address these issues. Discussion of key finance issues and choices began at a joint MPAC and JPACT meeting on May 24 and will continue over the next several months to meet federal and state requirements for the 2035 RTP and guide development of a strategy for funding the state component of the 2035 RTP by June 2008.

The region's funding gap is so significant, the region needs to use every tool at our disposal to address current and future transportation needs in support of the Region 2040 Growth Concept. To maximize and protect the public's investment in the transportation system, the region needs a strategy that effectively links land use with transportation investment decisions. The region needs both short- and long-term strategies to raise new revenues to fund needed investments.

To do this, it is important for policy makers to understand the various transportation funding sources and how these sources are now being spent, to understand the potential magnitude for

increases in these funding sources and to decide whether to develop an action plan to follow through on raising these revenue sources.

If there is a desire to develop a funding strategy, there is a need to make fundamental choices between funding approaches that maintain, operate and preserve the system that is already in place versus funding approaches to expand and modernize the system. Similarly, there is a need to identify which federal vs. state vs. regional vs. local sources to pursue to fund which part of the transportation system needs. A memo describing transportation finance policy issues affecting the 2035 RTP in more detail is included in the packet as additional background information for the discussion.

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

- In April, staff initiated the RTP investment solicitation process to create a pool of investment candidates for the 2035 RTP financially constrained (*federal component*) and illustrative (*state component*) systems that address regional transportation needs and support Region 2040. The solicitation period ended on June 18. The solicitation process included significantly expanded coordination between local, regional and state agencies that own and operate the regional transportation system. The pool of projects submitted will serve as a starting point for analysis and “testing” the draft policy framework this summer. The results of the analysis will be reported to the Council and Metro advisory committees in September.
- On May 10, JPACT recommended that the Metro Council expand the timeframe for updating the RTP. The Metro Council formally took action on June 14, 2007, approving the expanded schedule. As a result, development and adoption of the 2035 RTP will occur in two steps between March 2007 and June 2008. This ensures that federal requirements will be met before the current plan lapses in March 2008, while allowing for more detailed analysis of the RTP components that respond to statewide planning rules. The federal component of the RTP is planned to be completed by December 2007. The state component of the RTP is planned to be completed by June 2008.

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

- June '07-May '08 - Discussion of key finance issues and choices will continue over the next several months during the RTP update process.
- July 12 – JPACT discussion of funding the transit-related elements of the RTP and land use considerations (Discussion items 6, 7, 8 and 9) described in the attached memo is proposed.
- July 18 - MTAC discussion of the finance strategy considerations and choices is proposed.
- July 25 - MPAC discussion of funding the transit-related elements of the RTP and land use considerations (Discussion items 6, 7, 8 and 9) described in the attached memo is proposed.
- July 26 – JPACT finance committee discussion of RTP finance issues and choices.
- August 7 – Metro Council discussion of the compilation of the input provided by JPACT, MPAC and the Metro Council is proposed.
- August 8 – MPAC discussion of the compilation of the input provided by JPACT, MPAC and the Metro Council is proposed.
- August 9 – JPACT discussion of the compilation of the input provided by JPACT, MPAC and the Metro Council is proposed.



DATE: June 20, 2007
TO: MPAC Members and Interested Parties
FROM: Andrew C. Cotugno, Planning Director
SUBJECT: Transportation Finance Policy Issues Affecting the 2035 Regional Transportation Plan (RTP)

Purpose/Objective:

The objectives of this agenda item are to:

- Continue a series of policy discussions on how to fund the region's transportation needs.
- Develop a common understanding among MPAC members on transportation finance issues and tradeoffs affecting the 2035 Regional Transportation Plan (RTP).

Action Requested/Outcome:

- At the June 27 meeting, begin discussion of financial realities and tradeoffs related to funding for road-related elements (Discussion items 3, 4 and 5) described in this memo. A discussion of funding the transit-related elements of the RTP and land use considerations (Discussion items 6, 7, 8 and 9) described in this memo is proposed for discussion on July 25.
- Complete **Attachment 1** to this memo and submit to Kim Ellis at ellisk@metro.dst.or.us by June 27. The responses you provide will be summarized and shared with MPAC and JPACT members and the Metro Council. Staff will also use this input, and input provided by JPACT and the Metro Council during the next month, to frame options for future discussions on RTP finance.

Background and context

The purpose of this memo is to describe the basic federal and state requirements and frame key transportation finance issues and choices on how the region could proceed to address these issues. Discussion of key finance issues and choices will continue over the next several months to meet federal and state requirements for the 2035 RTP.

The region's funding gap is so significant, the region needs to use every tool at our disposal to address current and future transportation needs in support of the Region 2040 Growth Concept. To maximize and protect the public's investment in the transportation system, the region needs a strategy that effectively links land use with transportation investment decisions. The region needs both short- and long-term

strategies to raise new revenues to fund needed investments. A summary of the transportation finance strategy considerations and choices to be discussed is provided in **Attachment 1**. MPAC members are requested to complete Attachment 1 and submit to Kim Ellis at ellisk@metro.dst.or.us by June 27, 2007.

Federal RTP Requirements:

A fundamental federal requirement is that the RTP be based upon revenue levels that can reasonably be expected to be available, taking into consideration the need to use a portion of transportation revenues to “adequately” maintain and operate the transportation system. It is a local choice to determine what constitutes “reasonably available revenues” and to what standard should the system be “adequately” maintained.

To meet this requirement, regions across the country have essentially followed one of two possible paths:

- Forecast future revenues including increases in revenue sources (such as gas tax increases, System Development Fee (SDC) increases, etc.) based upon what the demonstrated track record is for raising these revenue sources.
- Develop a funding strategy that identifies proposed new funding sources with reasonable evidence that successful implementation of the strategy is possible. Evidence could include such actions as commitments from key elected officials or elected decision-making bodies or surveys that show public support for the proposed action.

State RTP Requirements:

The fundamental state requirement for the RTP is to develop a plan that adequately serves the land use plan of the jurisdiction that is supported by a financing strategy. The RTP that satisfies state requirements will clearly be larger than the RTP that satisfies federal requirements because the result of applying the federal financial constraint limitation is a very minimalist RTP, clearly insufficient to serve adopted land uses. In addition, the region (in the RTP) and local governments (in local transportation system plans) must have a financing strategy that supports implementation of the plan.

RTP Financing Issues and Choices to Consider:

To complete the 2035 RTP update, it is important for JPACT and MPAC to understand the various transportation funding sources and how these sources are now being spent, to understand the potential magnitude for increases in these funding sources and to decide whether to develop an action plan to follow through on raising these revenue sources. If there is a desire to develop a funding strategy, there is a need to make fundamental choices between funding approaches that maintain, operate and preserve the system that is already in place vs. funding approaches to expand and modernize the system. Similarly, there is a need to identify which federal vs. state vs. regional vs. local sources to pursue to fund which part of the transportation system needs. Implicit in this is the need to more clearly define state, regional and local responsibilities for funding different parts of the transportation system. Finally, there is a need to discuss the role of land use strategies to help address some of the transportation needs identified in local and regional plans.

1. FINANCIALLY CONSTRAINED RTP (Federal requirement to be completed by December 2007)

The basic federal requirement is to size the transportation plan to the level of funding resources that can reasonably be expected to be available. Certain funding sources are committed for certain purposes (such as the payroll tax for transit and SDCs for city/county capital improvements to serve growth). These sources need to be recognized in the RTP tied to these purposes.

Other funding sources are flexible (particularly the federal flexible funds) and can be included for various purposes. In the final analysis, decisions are needed on which projects are included in the RTP, considering both dedicated funds and flexible funds. At a minimum, the RTP must define the level of funding that can “reasonably” be expected to be available and use that target to size the amount of projects that are included in the RTP.

2. RTP FINANCING STRATEGY (State requirement to be completed by June 2008)

The financially constrained RTP represents an opportunity to shift from being an exercise to forecast revenues and size the RTP accordingly to a strategic regional agreement on what to pursue to implement various components of the RTP. This would go farther than the minimum federal requirement and help localities meet the state requirement for a plan supported by a financing strategy.

CHOICES:

Should we:

- A. Agree upon reasonable revenue forecasts and size the 2035 RTP accordingly;
- OR
- B. Develop a strategic action plan of federal, state, regional and local revenue raising actions needed to implement the 2035 RTP?

Note: On May 10, 2007, JPACT recommended the RTP update schedule be expanded with the federal component of the RTP being completed by the end of 2007 and the state component of the RTP being completed by June 2008 to meet the state requirements. The Metro Council approved this recommendation on June 14, 2007. With an expanded schedule, the completion of the federal component of the 2035 RTP would be tied to a reasonable revenue forecast as listed under Option A, while completion of the state component of the 2035 RTP could focus on a real financing strategy as described in Option B. Option B would begin in early 2008, upon completion of the federal component work.

3. OPERATION, MAINTENANCE AND PRESERVATION

State highway trust funds are predominately used to maintain, operate and preserve the state and local road system. This function is not being carried out at a sufficient level and backlogs are growing. The revenue base for this is tied to a gas tax that is shrinking in purchasing power resulting in the insufficient level of maintenance, operation and preservation being reduced by about 50% in real dollars. An approximate 1-cent increase in the state gas tax is needed every year to adequately maintain, operate and preserve the state and local road system.

CHOICES:

- Should the region continue to pursue state gas tax increases to fund local road maintenance?
- Is the strategy to increase the state gas tax too unreliable to support such a critical local need?
- In lieu of a state gas tax strategy, should the local governments of the region take local responsibility for maintenance?
- ODOT has no choice but to pursue state funding sources to operate, maintain and preserve the state highway system. They must rely on their share of the equivalent of a 1-cent per year gas tax increase. Without this increase, the purchasing power of the state highway trust fund will continue to erode and deferred maintenance costs will grow. Should JPACT continue to support this approach?

4. **ODOT MODERNIZATION**

Funds available to ODOT for highway modernization purposes are limited to 1-cent of the state gas tax dedicated to modernization by state statute plus the extent to which the region can successfully get projects earmarked through federal legislation. This resource is so limited because the balance of the state highway trust funds are used by ODOT for basic operations and maintenance or have been bonded for OTIA I, II and III projects. In addition, the federal highway funds received by ODOT by formula (i.e. Interstate, National Highway System) are used for major rehabilitation projects. Based upon past history (through the OTIA program), ODOT is assuming there will be a \$15 increase in the vehicle registration fee (or equivalent) every 8 years fully dedicated to highway modernization. This overall resource leaves the state highway system greatly underfunded to meet modernization needs.

CHOICES:

- What should be the region's strategy for meeting state highway modernization requirements?
- Should we continue to pursue state gas tax and vehicle fee increases for a broad array of state and local road needs following a 50/30/20 state/county/city split?
- Should there be a more aggressive strategy than a \$15 vehicle registration fee increase every 8 years?
- Should we follow the lead established by the Oregon Transportation Investment Act (OTIA) targeting state revenue increases to specific targeted purposes, particularly modernization?
- Should there be a regional funding measure referred to the voters that includes funding for state highways?
- ODOT has no other source to turn to for meeting basic operations, maintenance and preservation needs and therefore has to assume any gas tax increases will be used for this purpose. However, if local governments meet their maintenance needs through local sources then those locally distributed state gas tax increases could be dedicated to state highway modernization instead.
- Should the region only consider major new freeways or added lanes to the freeway system if they are funded through tolls (i.e. new toll roads and added lanes that are priced)?

5. **CITY/COUNTY ARTERIAL EXPANSION**

System Development Fees (SDCs) are an important source for funding new road capacity and needed bike and pedestrian improvements needed to serve growth. However, SDCs are not in place to the maximum allowable level except in a few jurisdictions that have recently adopted SDC programs. In addition, in most of the recent UGB expansion areas, the planning work has not progressed to the point of adopting SDCs yet (much less in the future UGB expansion areas that are assumed in the 2035 forecast that is being used for the RTP). Also, in general, SDCs are not used to fund capacity expansion needed to serve growth on the freeway system or the transit system.

CHOICES:

- Should there be a more aggressive approach to pursuing SDCs regionwide?
- Should we at least assume SDCs would be adopted within the recent UGB expansion areas and future UGB expansion areas?
- Should SDCs be considered for the freeway and transit systems?
- Should we pursue a regional ballot measure for arterials as a complement to SDCs?
- Should any regional or state funding decisions take into account the extent of local efforts to raise funding given the widely disparate levels of revenue raising across the region?
- Should we leave this need to local governments?

6. TRANSIT OPERATIONS

The payroll tax plus state and federal shared revenues plus the farebox is sufficient to keep pace with inflation and is sufficient to provide for operating costs of the Washington Co. commuter rail and the I-205 LRT. However, it is not sufficient to expand bus and rail operation at the level desired throughout the region. In addition, the rapid growth rate in LIFT service (door-to-door service for the elderly and disabled) is encroaching into TriMet's ability to expand fixed-route service. While a significant share of new light rail and streetcar systems can be funded through competitive federal programs, there is no equivalent federal source to pay for on-going operations of the new lines.

CHOICES:

- What funding strategies should be pursued to support increased bus and rail transit services?
- Should the region pursue general funds from the state to meet the needs of elderly and disabled citizens, relieving them of that responsibility and allowing as greater priority for fixed-route service?
- Should streetcar operations be a local responsibility or do they provide a regional service equivalent to other parts of the bus system?

7. LRT EXPANSION

The region has a strong track record in financing expansion of the LRT system with competitive federal funds at a 50-60% level. However, the local match for each corridor has been put together as a unique approach each time. Various segments of the LRT system have been funded through TriMet general obligation bonds (backed by property taxes), state lottery funds, local urban renewal funds, local general funds, TriMet general funds and regional federal flexible funds.

CHOICES:

- A. Depending upon how much LRT expansion the region wants to pursue, where should the local match come from?

8. FEDERAL FLEXIBLE FUNDS

Portions of the federal highway funds are sub-allocated to the Portland region to be allocated through the Metropolitan Transportation Improvement Program (MTIP). Regional STP funds can be used for virtually any multi-modal transportation purpose. Congestion Mitigation/Air Quality (CMAQ) can only be used on a project that reduces air pollution, generally alternative mode projects. Historically, these funds have been used for a broad mix of arterial streets and bridges, bus improvements, LRT expansion, bikeways and trails, pedestrian improvements, boulevard improvements in Regional Centers, Town Centers and mainstreets, the Regional Travel Options (RTO) program, the Regional Transit Oriented Development (TOD) Program, transportation planning and Intelligent Transportation System (ITS) projects.

CHOICES:

- Should these funds continue to be dedicated to these purposes?
- Should they be fully dedicated to alternative modes tied to a funding strategy to meet the region's road needs?
- Conversely, should they be fully dedicated to roads tied to a funding strategy to meet the needs for alternative modes?

9. LAND USE AND FUTURE GROWTH CONSIDERATIONS

To meet state planning requirements, the state component of the RTP system of investments must be supported by a financing strategy to raise additional revenues beyond the federal financially constrained system. The state RTP system and policies must also be sufficient to adequately support planned land uses in the region.

CHOICES:

- If there isn't sufficient political will to raise funding, should the region consider growth controls as an alternative to seeking new revenue?
- What set of land use and transportation efficiency policies and tools should be adopted to maximize the public's investment in transportation infrastructure?



2035 Regional Transportation Plan Update: A New Look at Transportation

TRANSPORTATION FINANCE STRATEGY CONSIDERATIONS AND CHOICES

The region's funding gap is so significant, the region needs to use every tool at our disposal to address current and future transportation needs in support of the Region 2040 Growth Concept. To maximize and protect the public's investment in the transportation system, the region needs a strategy that effectively links land use with transportation investment decisions. The region needs both short- and long-term strategies to raise new revenues to fund needed investments.

Please respond to each of the following questions and submit to Kim Ellis at ellisk@metro.dst.or.us by June 27, 2007. Your responses will be compiled into a summary document to inform future discussions on these issues.

1. State Funding Strategy Considerations:

- a. Should we continue to pursue state gas tax and vehicle fee increases for a broad array of state and local road needs following a 50/30/20 state/county/city split? Why or why not?

- b. Should we follow the lead established by the Oregon Transportation Investment Act (OTIA) targeting state revenue increases to specific targeted purposes, particularly modernization? Why or why not?

- c. Because of the very high cost of major state highway and freeway projects, does the region have any choice but to pursue building key projects with tolls?

2. Regional Funding Strategy Considerations:

- a. What is the regional responsibility for funding transportation? Why?

- b. Should the region pursue a transportation funding ballot measure? If so, for what purpose?

- c. Should we change the approach to allocating funds in the Metropolitan Transportation Improvement Program (MTIP)? Why and how, or why not?

3. Local Funding Strategy Considerations:

- a. Which transportation needs should be considered a local responsibility? Why?

- b. Should any regional or state funding decisions take into account the extent of local efforts to raise funding given the widely disparate levels of revenue raising across the region? Why or why not?

4. Land Use and Future Growth Strategy Considerations:

- a. To meet state requirements, the 2035 RTP will need to be sufficient to support land use plans and accompanied by a financial strategy adequate to implement it. If there isn't sufficient political will to raise funding, should the region consider growth controls as an alternative to seeking new revenue? Why or why not?

- b. What set of land use and transportation efficiency policies and tools should be adopted to maximize the public's investment in transportation infrastructure?

5. Short-term/Long-term Strategy Consideration:

While the RTP financing strategy covers a long time period (2035) and can include planned funding actions many years in the future, it should also help frame funding actions to pursue in the next 2-3 years at the federal, state, regional and local levels.

Do you agree? Why or why not?

Name: _____ Organization: _____

MPAC Worksheet

Agenda Item Title Regional Freight and Goods Movement Action Plan

Presenter: Deena Platman

Council Liaison Sponsor: Rod Park

MPAC Meeting Date: June 27, 2007

Amount of time needed at meeting:

Presentation: 20 minutes

Discussion: 25 minutes

Action required?: No action at this time

Purpose/Objective (what is the purpose of having the item on *this meeting's* agenda):

Purpose of this agenda item is to present information on the region's freight transportation system, addressing both current conditions and system user needs and issues.

Action Requested/Outcome (What do you want MPAC to do at *this meeting*? State the *policy* questions that need to be answered.)

The desired outcome of this agenda item is to obtain policy direction from MPAC members on land use issues raised by the Regional Freight and Goods Movement Task Force.

1. With the expected growth in the region (population, employment, and freight movement) and increasing competition for land, do we need new policies/tools to ensure that we are able to preserve space for industrial activities? *Issues include competition for waterfront properties, interchange area management, and buffers between industrial areas and neighborhood.*

Background and context (if information has several components, please be sure to address expected outcomes for each component):

The Regional Freight and Goods Movement Plan (RFGM Action Plan) is a focused look at the freight transportation system, which is being developed in conjunction with the comprehensive 2035 Regional Transportation Plan Update. Like the passenger component of the regional transportation system, the regional freight system comprises multiple modal networks (air, marine, pipeline, rail, and road) that both complement and compete with one another to move freight.

The efficient and reliable movement of freight is vitally important to the economic health of the Portland-Vancouver region. Businesses rely on the freight transportation network to deliver raw materials, component parts, other inputs, and goods for distribution or sale. They also rely on freight transportation to move Oregon products to their customers – local, national, and international.

Providing good transportation access and mobility to and from the industrial and employment areas where many traded sector businesses locate is a key factor in the region's ability to compete in an increasing competitive global economy.

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

This will be the first presentation to MPAC members on this topic.

Freight Transportation in the Portland Metropolitan Region



Presentation to Metro Policy Advisory Committee
Presenter – Deena Platman, Project Manager
June 27, 2007



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Project overview

Making plans...

- Outcomes-based approach guides priorities and strategies for freight and goods movement.
- Respond to issues and impacts associated with freight and goods movement.
- Solutions will address all freight modes & include both infrastructure and non-infrastructure strategies.

Collaboration is key to success

- Regional Freight Technical Advisory Committee
- Regional Freight & Goods Movement Task Force
- Outreach coordination with 2035 RTP Update



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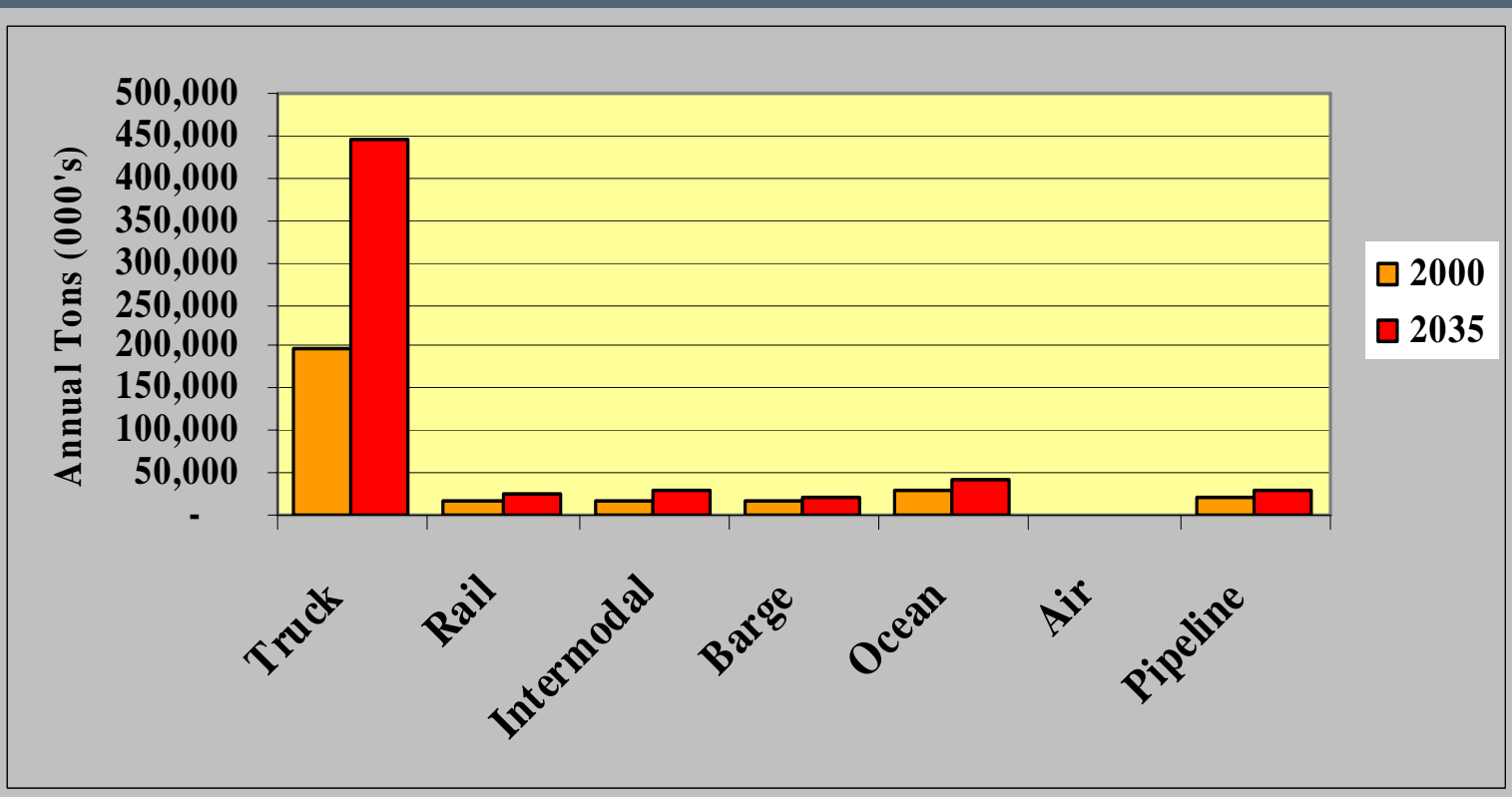
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Commodity flow forecast

- Growing volumes of freight, mostly moved by truck

Change in Freight Tonnage by Mode (2000 – 2035)
(2.2% average annual growth rate for all modes)



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Trade & economic dynamics

Key factors influencing forecast for P/V Region

- Aging population shifts consumption to more services and high-value goods
- Growth in US-Asia trade elevates Pacific gateway
- Growth in near-hinterlands served by P-V international gateway
- Changing logistics practices (smaller, frequent shipments, improved velocity)
- “Right-sizing” equipment to match market demand in response to increasing energy prices



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Key findings – marine & air cargo

Strong regional assets

Marine

- Columbia River 43' navigation channel adequate to handle most of today's larger cargo ship fleet
- Barges provide lowest cost/most energy efficient transport of agriculture and other commodities to PNW interior
- Access to well-functioning inland transportation via truck and rail is critical
- Industrial land with marine access is scarce

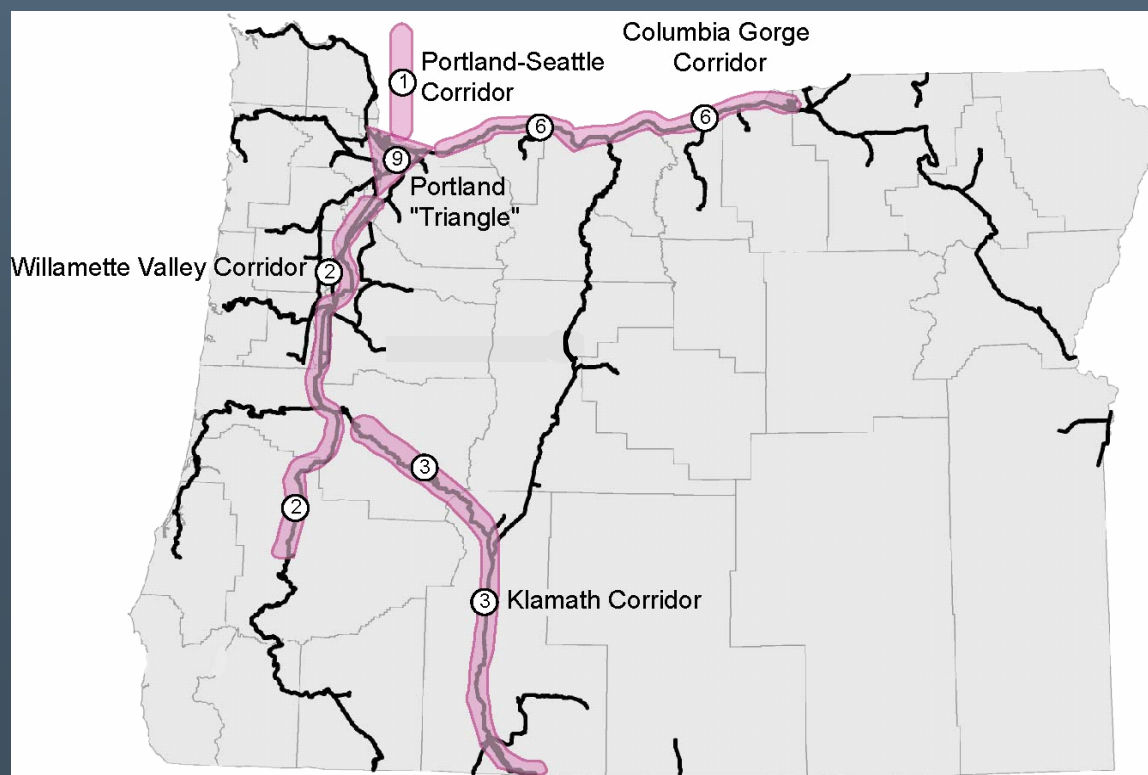
Air Cargo

- Regional shippers depend on air cargo to transport low-weight, high-value, time-sensitive goods to domestic & international markets (electronics, footwear, perishables)
- Air cargo access key competitiveness factor driving location and expansion decisions – efficient truck access critical.



Key findings - rail

- By 2035, region needs 24 – 32 additional trains/day to handle projected demand.
- Congestion in Portland/Vancouver Triangle impedes flow of nearly all rail traffic in PNW – Delay ratio comparable to Chicago, which handles 6x the rail traffic.



Oregon rail corridors with capacity issues



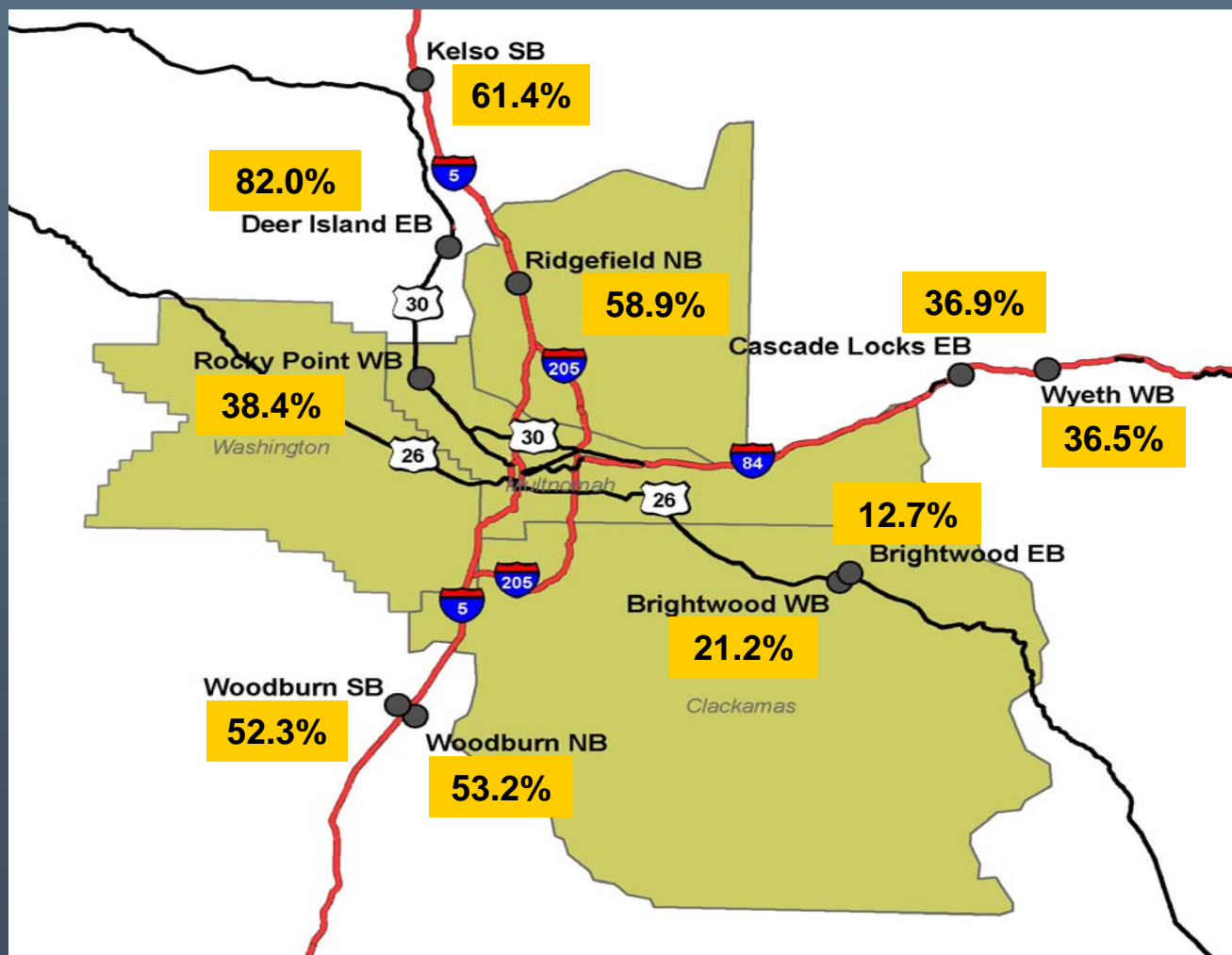
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Key findings – motor carrier

- More than 50% of trucks entering the region don't stop here. (but 25% of them start or stop in Oregon)



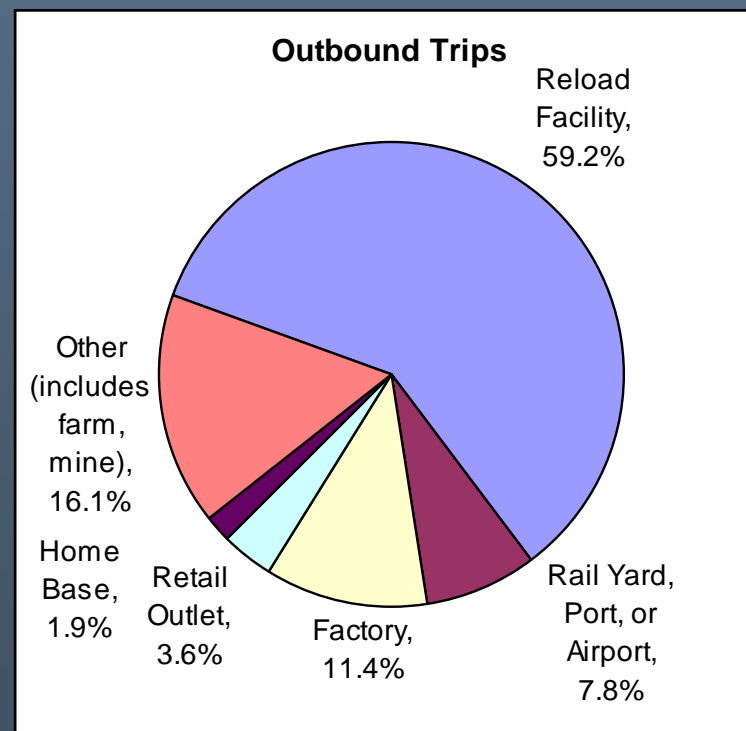
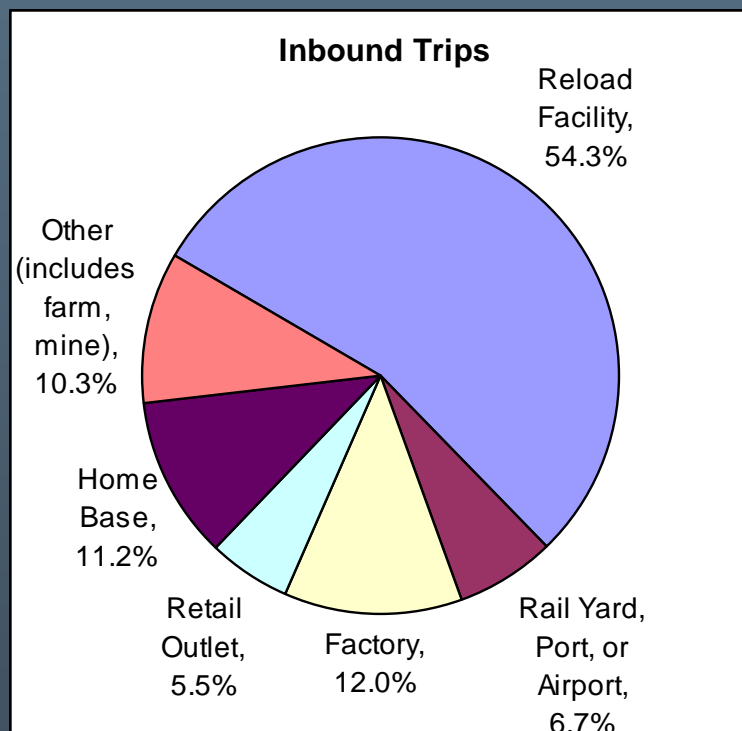
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Key findings – motor carrier

- 80 - 85% of all trips entering or leaving the region move to/from an industrial area.



Source: Regional Freight Data Collection Project, 2006



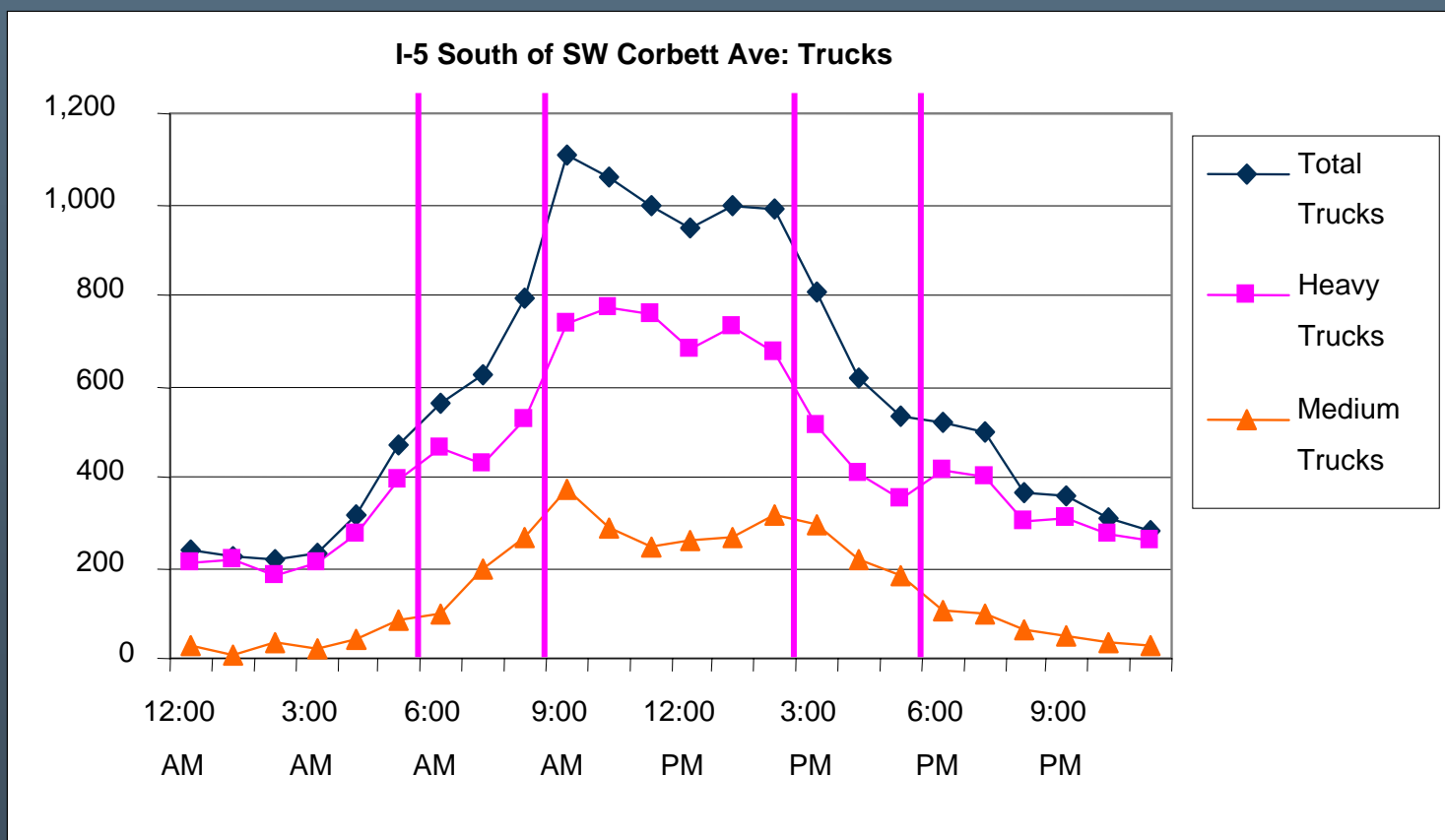
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Key findings – motor carrier

- Truck traffic peaks mid-day. Consistent across road types.
- Protecting mid-day for freight movement important.



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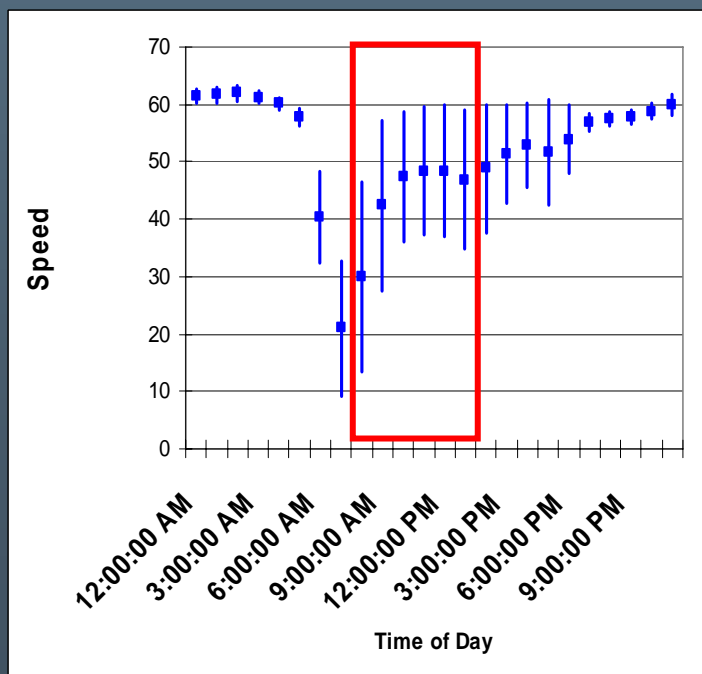
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Source: Regional Freight Data Collection Project, 2006

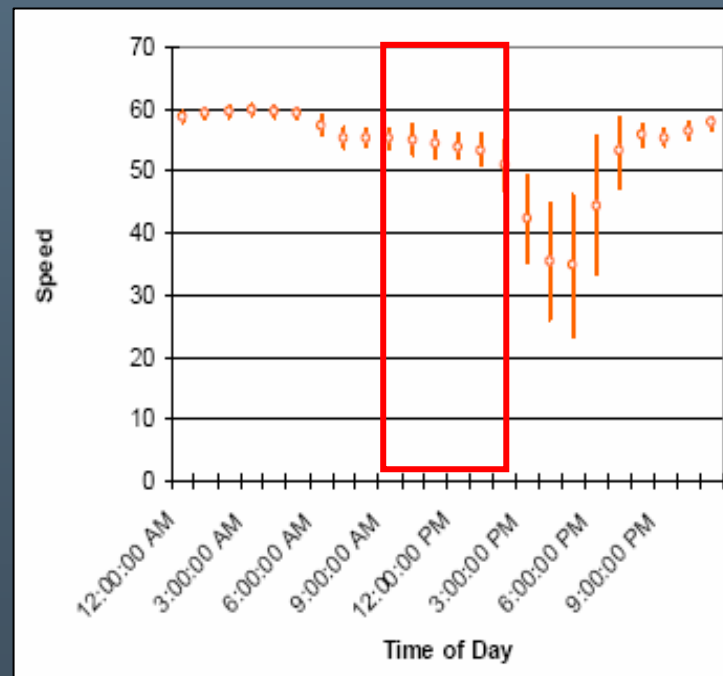
Key findings – motor carrier

- Lack of reliability may interfere with access and mobility in some places.

I-5 SB at Marine Drive (2006)



I-84 EB at 60th (2006)



The longer the vertical bar the more variability in travel speed.



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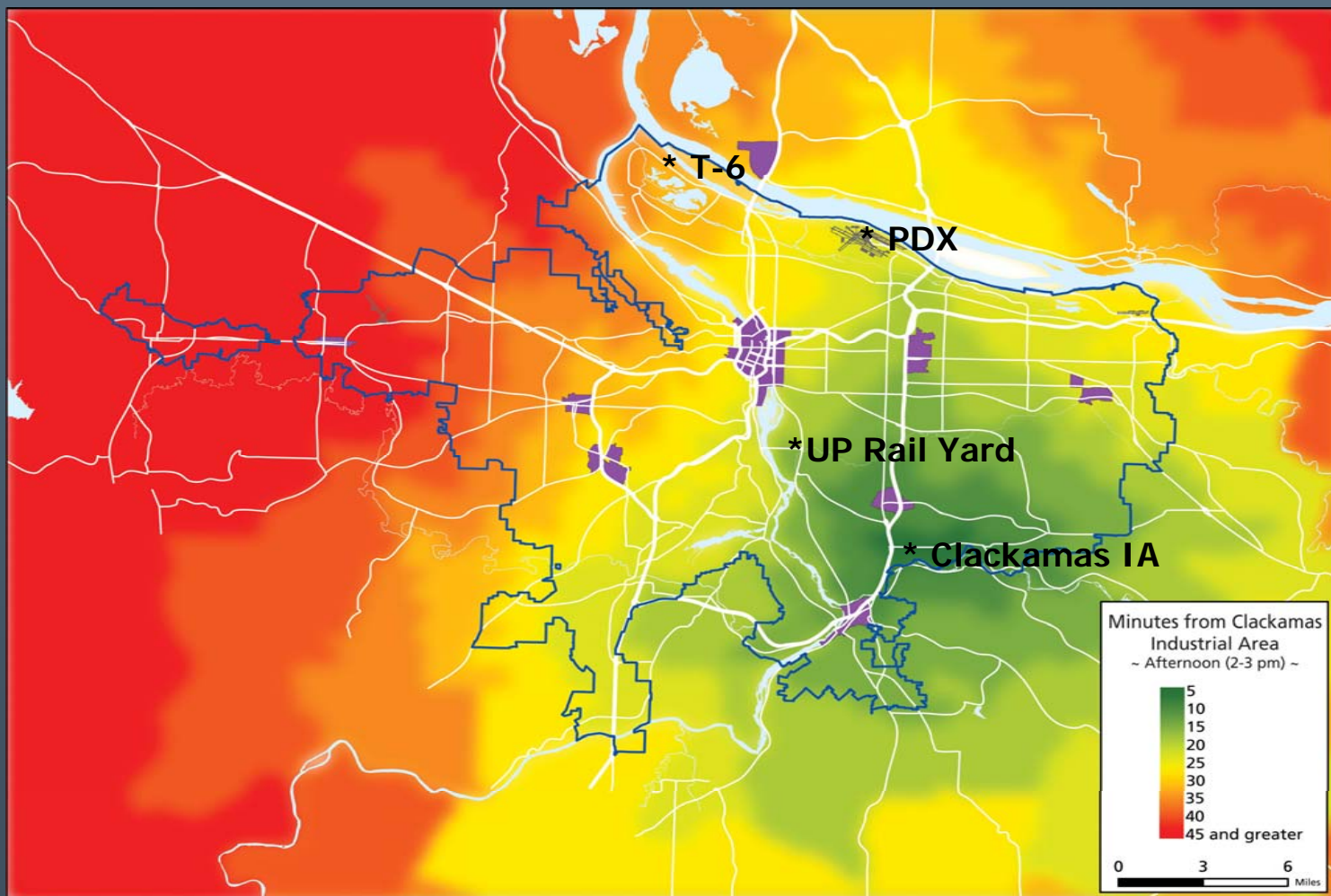
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Key findings – industrial lands access

- Travel time contour diagrams can be used to illustrate the accessibility of industrial areas to the workforce and markets.

Mid-day travel time from Clackamas Industrial Area



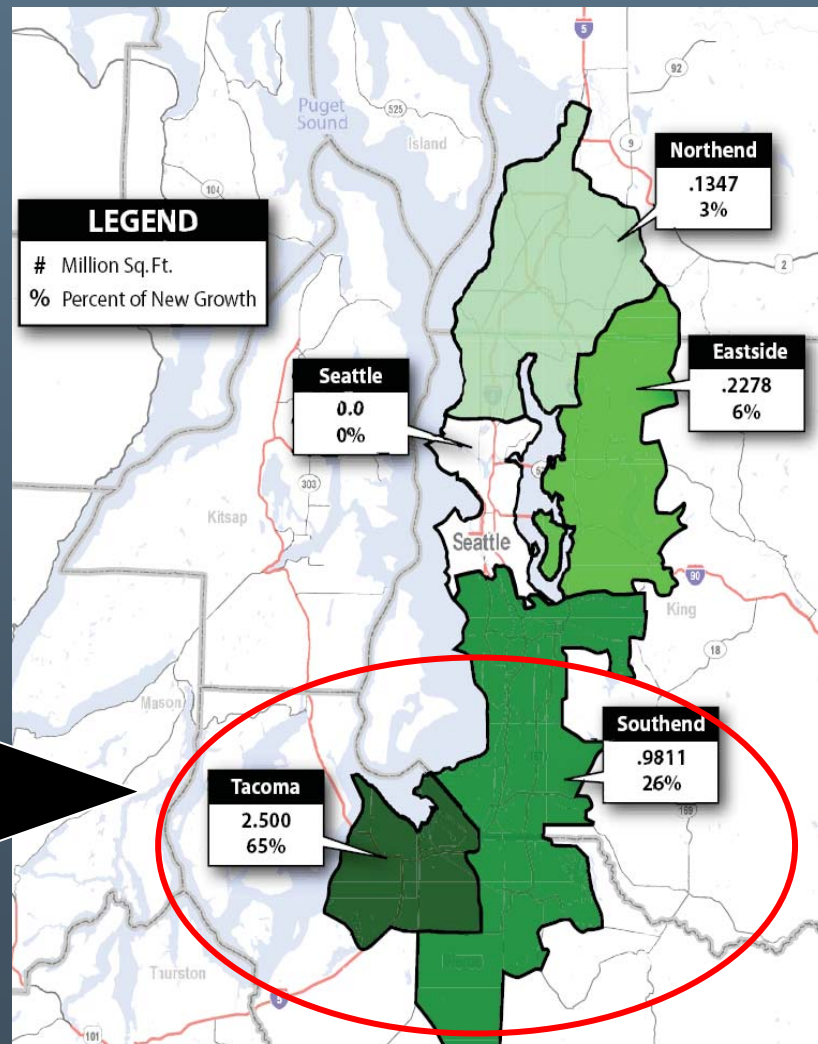
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Key findings – logistics industry

- Observed focus on distribution hubs that can serve both Seattle and Portland markets
- Logistic companies interested in warehouse/distribution sites need access to I-5 corridor



91% south of Seattle

Seattle-Tacoma:
Industrial/Warehouse Space
Under Construction (2005)

SOURCE: COSTAR Industrial Report, Year-end 2005, Seattle-Puget Sound



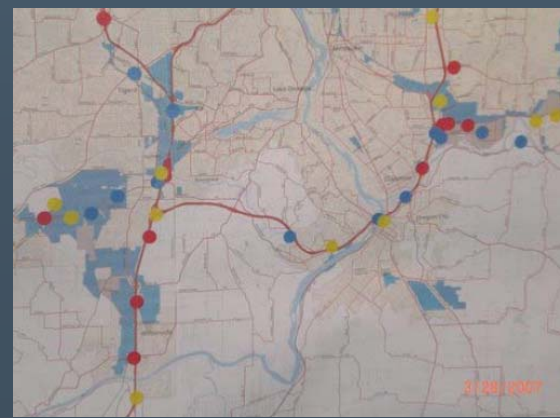
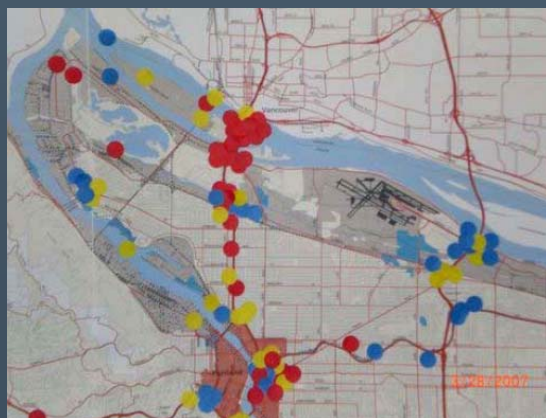
Key issues

- Truck and rail congestion
- Efficient network connectivity
- System operations
- Land use and economy
- Community impacts



Priorities

- Freeway System
Columbia River Crossing, I-5/I-405 Loop, Hwy 217, South I-205, South I-5
- Interchanges to major industrial areas
I-5/Marine Drive, I-205/Hwy 224/212, I-205/Airport Way, I-84/257th
- Primary arterial routes to industrial areas
Tualatin-Sherwood Rd, Hwy 212/224, Columbia Blvd, I-84 to US 26 Connector, 99W Connector
- Rail mainline, yards, and siding upgrades
- Columbia River Channel Deepening



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Discussion

- With the expected growth in the region and increasing competition for land, do we need new policies/tools to ensure that we are able to preserve space for industrial activities?



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For more information contact:
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Track plan progress and
materials at:

www.metro-region.org/RTP