

Metro | Agenda

Meeting: Transportation Policy Alternatives Committee (TPAC)
Date: Friday, September 25, 2009
Time: 9:30 a.m. to noon
Place: Room 370A/B

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|----------|--------|--|--|
| 9:30 AM | 1. | Call to Order and Declaration of a Quorum | Robin McArthur, Chair |
| 9:30 AM | 2. | Comments from the Chair and Committee Members | Robin McArthur, Chair |
| 9:35 AM | 3. | Citizen Communications to TPAC on Non-Agenda Items | |
| 9:40 AM | 4. | Future Agenda Items <ul style="list-style-type: none">• MOVES Update• On-street Bus Rapid Transit• The State of Travel Models and How to Use Them• DLCDC Climate Change• ODOT Electric Fleet• Active Transportation Presentation | Robin McArthur, Chair |
| 9:45 AM | 5. * | Approval of TPAC Minutes for August 28, 2009 | Robin McArthur, Chair |
| | 6. | <u>ACTION ITEMS</u> | |
| 9:50 AM | 6.1 * | Resolution No. 09-4069, For the Purpose of Updating the Transportation Planning Public Involvement Policy to Conform to Public Involvement Requirements in the Current Federal Transportation Authorization Act – <u>RECOMMENDATION TO JPACT REQUESTED</u> <ul style="list-style-type: none">• <i>Purpose:</i> To approve updated public involvement policies by resolution.• <i>Outcome:</i> TPAC recommendation to JPACT to approve updated policies. | Pat Emmerson |
| 10:00 AM | 6.2 ** | Resolution No. 09-XXXX, For the Purpose of Adopting the Sunrise Project Preferred Alternative – <u>RECOMMENDATION TO JPACT REQUESTED</u> <ul style="list-style-type: none">• <i>Purpose:</i> Provide TPAC information on the Sunrise Project Preferred Alternative.• <i>Outcome:</i> TPAC recommendation to JPACT to approve the Preferred Alternative. | Ron Weinman, Clackamas Co. Mike Baker, DEA |
| | 7. | <u>INFORMATION / DISCUSSION ITEMS</u> | |
| 10:35 AM | 7.1 * | Making the Greatest Place (MGP) – <u>INFORMATION / DISCUSSION</u> <ul style="list-style-type: none">○ Chief Operating Officer Recommendation on MGP○ Draft Regional Transportation Plan (RTP) Adoption Package○ Draft Prioritization Criteria for Corridor Refinement Plans <ul style="list-style-type: none">• <i>Purpose:</i> Articulate the connection between RTP and other elements of MGP.• <i>Outcome:</i> Committee understanding of MGP COO recommendations and fall decision-making schedule. | Robin McArthur, Chair Kim Ellis Deborah Redman |

11:15 AM 7.2 * ODOT Management Plan for American Recovery and Reinvestment Act for 2009 – INFORMATION **Marty Andersen, ODOT
Ted Leybold**

- *Purpose:* Inform local agencies with ARRA funded projects of ODOT role in managing ARRA funds.
- *Outcome:* Ensure Metro MPO region is implementing strategy to obligate all ARRA transportation funds.

11:45 AM 8. ADJOURN **Robin McArthur, Chair**

The complete Making the Greatest Place Chief Operating Officer recommendation, as well as information on the upcoming open houses and public hearings, may be viewed, downloaded and/or printed online at: <http://www.oregonmetro.gov/index.cfm/go/by.web/id=31389>.

- * Material available electronically.
- ** Materials will be distributed at a later date.
- # Material will be distributed at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov. To check on closure or cancellations during inclement weather please call 503-797-1700.



TRANSPORTATION POLICY ALTERNATIVES COMMITTEE
August 28, 2009
Metro Regional Center, Council Chambers

MEMBERS PRESENT

Mara Gross
Sorin Garber
Nancy Kraushaar
Alan Lehto
Keith Liden
Mike McKillip
Dave Nordberg
Ron Papsdorf
John Reinhold
Satvinder Sandhu
Karen Schilling
April Siebenaler
Paul Smith
Rian Windsheimer

AFFILIATION

Citizen
Citizen
City of Oregon City, Representing Cities of Clackamas Co.
TriMet
Citizen
City of Tualatin, Representing Cities of Washington Co.
Oregon Department of Environmental Quality
City of Gresham, Representing Cities of Multnomah Co.
Citizen
FHWA
Multnomah County
Citizen
City of Portland
Oregon Department of Transportation

MEMBERS ABSENT

John Hoefs
Dean Lookingbill
Luis Ornelas
Sharon Zimmerman

AFFILIATION

C-TRAN
SW WA RTC
Citizen
Washington Department of Transportation

ALTERNATES PRESENT

Andy Back
Lynda David
Scott King
Ron Weinman

AFFILIATION

Washington County
SW WA RTC
Port of Portland
Clackamas County

STAFF: Robin McArthur, Christina Deffebach, Josh Naramore, Deena Platman, Caleb Winter, Tom Kloster, Ted Leybold, Amy Rose, Andy Cotugno, Kelsey Newell, Tom Matney.

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Robin McArthur declared a quorum and called the meeting to order at 9:30 a.m.

2. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

Chair McArthur made a series of announcements:

- TPAC meetings will now be digitally recorded and made available online at the Metro web site along with the agenda, packet, and materials from each meeting.
- The MTAC/TPAC work group meeting scheduled for September 14th has been pushed back to September 21st.
- Metro is scheduled to release the Chief Operating Officer's recommendation on Making the Greatest Place (MGP) on September 15th. The recommendation's release will commence the formal 30-day public comment period on the MGP, the Regional Transportation Plan (RTP), and urban and rural reserves. (Information on the MGP public comment period, open houses and public hearings is included as part of the meeting record.)

The RTP project list has been distributed electronically to TPAC members and interested parties. Formal distribution of the project list will be included as part of the MGP COO recommendation on September 15th.

3. CITIZEN COMMUNICATIONS TO TPAC ON NON-AGENDA ITEMS

There were none.

4. FUTURE AGENDA ITEMS

Chair McArthur briefly overviewed future agenda items.

5. CONSENT AGENDA

Approval of TPAC Minutes from July 31, 2009

Mr. Alan Lehto requested the following corrections to the July 31, 2009 meeting minutes:

- The text under agenda item 7.4 be updated to correctly read, "...TriMet Transportation ~~Improvement Investment Program Plan~~ (TIP)..." and
- The text under agenda item 7.4 be updated to correctly read, "...The FY 2010 budget ~~has an 11.5 % shortfall~~ reflects revenues that are \$31 million lower than projected, which is being compensated for through..."

MOTION: Ms. Karen Schilling moved, Mr. Lehto seconded, to adopt the July 31, 2009 meeting minutes with the amended language.

ACTION TAKEN: With all in favor, the motion passed.

6. INFORMATION / DISCUSSION ITEMS

6.1 Making the Greatest Place and Chief Operating Officer

Ms. Christina Deffebach of Metro provided a brief presentation on the local aspirations investment matrix which illustrates local and regional investments that are in place or currently being implemented in the region's centers, corridors and employment areas to realize local jurisdictions' aspirations.

Committee members recommended the matrix investment symbols be revised to accurately depict "proposed, in progress or existing" projects; citing inconsistency and accuracy among jurisdictions. Additional committee discussion included the importance of defining, prioritizing and confirming employment areas, and encouraging the business and public communities to provide comments on the matrix.

The Metro Policy Advisory Committee (MPAC) and Joint Policy Advisory Committee on Transportation (JPACT) are scheduled to discuss the investment matrix at their September 9th and 10th meetings respectively.

6.2 Regional Transportation Plan

Ms. Lainie Smith of Oregon Department of Transportation (ODOT) provided an overview of state requirements regarding the RTP. Her presentation included information on:

- Transportation Plan Rule (TPR) requirements;
- Oregon Highway Plan (OHP) Policy;
- Recommendation that Metro requests alternate standards that are volume and capacity based;
- Additional actions needed that reduce congestion and address land use and transportation;
- RTP state review performed in accordance of TPR by Land Conservation and Development Commission (LCDC) and Oregon Transportation Commission (OTC);
- Review for interagency consistency regarding objectives;
- Implementation: Requires documentation and identification of funding sources.

The committee then discussed the following topics:

- Possibly replacing the word "alternative" with a more appropriate word which prioritizes alternative modes as being equal or better modes of transportation; and
- Other standards can be used in *conjunction* with volume and capacity based standards.

Ms. Deena Platman and Mr. Josh Naramore, of Metro, presented on outcome-based planning in the RTP. Their presentation included information on:

- Composition of a successful region;
- RTP goals and outcomes;
- A new approach to decision-making: moving from “level of service” (LOS) - based measurement standards to outcome-based planning;
- Defining and elements of a complete system;
- Performance measurement system evaluation and monitoring;
- Outcomes-based investment timeline;
- Two tracks for implementation: (1) mobility corridors and (2) community building;
- Regional mobility corridors defined and identified; and
- Mobility corridor concept plan outlined.

The committee then discussed the following topics:

- LOS-based measurement standards should still be considered, as they offer a level of certainty to the planning process;
- Care should be taken to include all corridors so as to allow budget development; and
- The importance of continued interagency collaboration.

6.3 Health Impact Assessment on Policies Reducing Vehicle Miles Traveled in Oregon

Mr. Mel Rader of Upstream Public Health and Ms. Leslie Perdue of Kaiser Permanente Center for Health Research presented on healthy transportation policy and vehicle miles traveled (VMT). The presentation covered the following issues:

- Major health impacts of transportation policy;
- The magnitude of the transportation and health linkage;
- Steps for designing health into transportation and planning;
- Health benchmarks for transportation, food access, schools and air quality;
- Definition and objectives of Health Impact Assessments (HIA) on VMT;
- Pathway between built environment and health;
- Pathway between increasing costs of driving and health;
- Data on sprawl, increasing travel costs, physical activity;
- Vulnerable populations and unequal burden of health impacts; and
- Recommendations: Increase density within UGB, create more mixed-use neighborhoods, increase access to public transit, and increase cost of driving.

The committee then discussed the following topics:

- Costs of obesity versus cost of communicable diseases in relation to transportation policy;

- The ability for parking fees to reduce traffic, and the need for the government sector and business sectors to work together to create incentives for implementing parking fees;
- Asthma rates in the Portland metropolitan area in relation to congestion and transportation policy; and
- Gas tax simultaneously raises revenue and reduces driving and greenhouse gas emissions, and is thus an effective tool to improve health.

6.4 2010-13 State Transportation Improvement Program Update

Mr. Rian Windsheimer briefed the committee on the State Transportation Improvement Program (STIP) update. Based on financial projections from early 2007, ODOT developed funding allocations for the 2010-2013 STIP. However, due to decreases in gas tax revenues, ODOT staff had to reassess the fiscal assumptions on which the 2010-2013 STIP were based.

The OTC recently approved moving forward with the 2010-2013 STIP development process based on legislative action titled the Jobs and Transportation Act and new financial projections. Target funding in Region 1 for the Bridge, Preservation, Operations and Safety programs have been reduced from the original 2010-13 targets by \$20 million. The original target for modernization was 15 million dollars (25 million dollars less 10 million dollars that were previously allocated to a modernization project). The new target offered an additional 26 million dollars, totaling 41 million dollars for modernization projects for ODOT's Region 1.

ODOT staff is currently reviewing all projects to determine the best solutions for addressing the target reductions and is beginning conversations with stakeholders – including TPAC and JPACT committees – to form a new modernization program recommendation. A proposed list of project reductions in the Bridge, Preservation, Operations and Safety programs and new project allocations in the Modernization program was distributed for comment by JPACT.

The committee discussed the following topics:

- Use of STIP and additional criteria in evaluation process;
- Reducing project costs;
- Funding projects cut from other programs with Modernization funds such as the Highway 30 at Cornelius Pass Road project;
- The possibility of facilitating jurisdictional transfer of Highway 43 from ODOT to local agencies;
- The potential for ODOT to fund more Intelligent Transportation Systems projects that are proposed for reduction from the Operations program; and
- A request for ODOT staff to review whether cost efficiencies could be realized by adding Modernization or other needed elements to Preservation projects.

7. **ADJOURN**

Chair McArthur adjourned the meeting at 12:01 p.m.

Respectfully submitted,



Tom Matney
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR August 28, 2009

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

| ITEM | DOCUMENT TYPE | DOC DATE | DOCUMENT DESCRIPTION | DOCUMENT No. |
|------|---------------|----------|--|--------------|
| 6.1 | Handout | 08/09 | A Guide to Making the Greatest Place | 082809t-01 |
| 6.1 | Report | 08/09 | Investing in Great Places Matrix | 082809t-02 |
| 6.2 | PowerPoint | 08/27/09 | RTP Update: Overview of State Requirements | 082809t-03 |
| 6.2 | PowerPoint | 08/28/09 | Measuring Success: Outcomes-Based Planning in the RTP | 082809t-04 |
| 6.3 | PowerPoint | 08/27/09 | Health Transportation Policy and Vehicle Miles Travelled | 082809t-05 |
| 6.3 | Handout | n/a | Creating a Transportation Policy for a Healthier Oregon | 082809t-06 |
| 6.3 | Report | 05/08 | Health Impact Assessment on Policies Reducing Vehicle Miles Travelled in Oregon Metropolitan Areas | 082809t-07 |
| 6.4 | Handout | n/a | STIP Update: Region 1 Modernization | 082809t-08 |
| 6.4 | Handout | n/a | Region 1 Proposed Projects for '12 '13 Draft STIP | 082809t-09 |

BEFORE THE METRO COUNCIL

| | | |
|-------------------------------------|---|------------------------------------|
| FOR THE PURPOSE OF UPDATING THE |) | RESOLUTION NO. 09- 4069 |
| TRANSPORTATION PLANNING PUBLIC |) | |
| INVOLVEMENT POLICY TO |) | Introduced by Michael Jordan, with |
| CONFORM TO PUBLIC INVOLVEMENT |) | Concurrence of David Bragdon |
| REQUIREMENTS IN THE CURRENT FEDERAL |) | |
| TRANSPORTATION AUTHORIZATION ACT |) | |

WHEREAS, federal transportation legislation requires urban areas, through a Metropolitan Planning Organization (MPO), to develop and implement continuing and comprehensive Transportation planning processes that include a public involvement process that is periodically reviewed and updated; and

WHEREAS, the last review and update occurred in 2004; and

WHEREAS, the most current transportation authorization act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), includes new and enhanced public involvement requirements; and

WHEREAS, the first State of Oregon land use goal is public involvement; and

WHEREAS, Metro supports the goals of providing complete information, timely public notice and early and continuing involvement of the public in the development and review of Metro’s transportation plans, programs and projects and constantly seeks ways to improve public involvement processes; and

WHEREAS, Metro involved the Metro Committee on Citizen Involvement (MCCI) in reviewing the public involvement policy; and

WHEREAS Metro provided for a 45-day public comment period between May 21 and July 6, 2009, during which time the draft policy was posted on the Metro’s web site and electronically distributed to the cities and counties within Metro’s jurisdictional boundary as well as to individuals and groups on all relevant interested parties lists;

NOW THEREFORE, BE IT RESOLVED, by the Metro Council that the Public Involvement Policy for Transportation Planning, as revised in Exhibit A attached and incorporated into this resolution, becomes the practice in Metro's overall regional transportation planning process.

ADOPTED by the Metro Council this 10th day of September, 2009.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

www.oregonmetro.gov

Public involvement policy for transportation planning

DRAFT

July 2009

Metro's web site: www.oregonmetro.gov

Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region. The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating federal transportation funds.

NONDISCRIMINATION NOTICE TO THE PUBLIC

Metro hereby gives public notice that it is the policy of the Metro Council to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which Metro receives federal financial assistance. Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with Metro. Any such complaint must be in writing and filed with the Metro's Title VI Coordinator within one hundred eighty (180) days following the date of the alleged discriminatory occurrence. For more information, or to obtain a Title VI Discrimination Complaint Form, see the web site at www.oregonmetro.gov or call 503-797-1536.

1.0 INTRODUCTION

This document presents policies and procedures for public involvement to ensure

- that Metro, as the federally mandated, state designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, meets the spirit and intent of applicable federal and state public involvement laws, regulations and authorities contained in the Safe, Accountable, Flexible, Efficient Transportation Equity Act—A Legacy for Users (SAFETEA-LU)ⁱ and the guidance in Oregon state planning goal 1: citizen involvementⁱⁱ
- that Metro, as a recipient of federal dollars, promotes equity and environmental justice to meet the spirit and intent of Title VI of the Civil Rights Act of 1964ⁱⁱⁱ, The Civil Rights Restoration ACT of 1987, ^{iv}Executive Order 12898 on Environmental Justice^v; Executive Order 13166 on Limited English Proficiency^{vi}; the National Environmental Policy Act of 1969 (NEPA) ^{vii}; and the Americans with Disabilities Act (ADA)^{viii}
- that regional transportation plans and projects reflect public priorities and values
- transparency and accountability in Metro’s planning and decision-making and promote excellence in regional planning.

Scope

The policies in this document apply to all development of and updates to these policies and to Metro administered transportation planning and investments, including updates to the Regional Transportation Plan (RTP), the Metropolitan Transportation Improvement Program (MTIP) and corridor planning.

For jurisdictions and agencies to receive federal funding through Metro-administered programs or projects, they must certify that they have conducted appropriate public involvement.

Schedule review and revision

These policies will be reviewed at least every four years and revised to reflect changes in federal or state public involvement requirements. A 45-day public comment period will be held prior to adoption of new public involvement policies or major revisions to existing policies.^{ix}

Definitions

A glossary of terms as they are used in this context is included at the end of this document.

2.0 METRO COMMITTEE FOR CITIZEN INVOLVEMENT

The Metro Committee for Citizen Involvement (MCCI) was established under Metro's home-rule charter in 1992 to assist with the development, implementation and evaluation of Metro's citizen involvement program and advise on how to best involve residents in regional planning activities. This committee also fulfills the guideline in state planning goal 1, which calls for regional agencies to use existing local citizen involvement programs established by counties and cities.

MCCI reviews and comments on public involvement plans agency-wide, including those developed for transportation plans and projects. The composition of the committee is not specified in the Metro charter, but state goal 1 (above) requires that the committee include representatives of the geographic areas of interest in land-use decisions. MCCI currently recruits representatives from county citizen involvement organizations, representatives from areas outside Metro's boundary, residents from Council districts in region, and at-large representatives. Recruitment is openly publicized. Terms are for two years, and members have the option of serving up to three terms.

3.0 METRO PUBLIC INVOLVEMENT POLICIES AND PROCEDURES

Metro public involvement policies reflect requirements in SAFETEA-LU; The National Environmental Policy Act of 1969 (NEPA), Title VI of the 1964 Civil Rights Act; Executive Order 12898 on Environmental Justice; Executive Order 13166 on Limited English Proficiency; the Americans with Disabilities Act (ADA); and Oregon state planning goal 1: public involvement.

SAFETEA-LU expanded public involvement requirements first introduced in 1991 with the Intermodal Surface Transportation Equity Act (ISTEA) and strengthened in 1998 in the Transportation Equity Act for the 21st Century (TEA-21). The expanded requirements added the need for early and continuous public involvement in planning, and for information to be presented in ways that make it understandable and accessible to the general public.

The National Environmental Policy Act of 1969 (NEPA) established a national policy for the protection of the environment. NEPA requires the consideration of potential impacts on social and natural resources during transportation decision-making.

The Americans with Disabilities Act (ADA) requires reasonable efforts be made to accommodate citizens with disabilities who wish to attend public meetings.

Title VI of the 1964 Civil Rights Act provides that no person in the United States shall, on the ground of race, color, national origin, or sex be excluded from participation in, be denied the benefits of or otherwise be subjected to discrimination under any program or activity receiving federal financial assistance. Executive Order 12898 on Environmental Justice requires equity in distribution of benefits and burdens of transportation plans and projects, and Executive Order 13166 on Limited English Proficiency requires proactive efforts to engage people with limited English proficiency in the planning process.

Oregon state planning goal 1: citizen involvement requires each governing body to adopt and publicize a program for citizen involvement that is appropriate to the scale of its planning effort. The public involvement program should allow for continuity of information and enable citizens to understand the issues. Goal 1 also calls for regional agencies to use existing local citizen involvement programs established by counties and cities.

These Federal and state requirements form the foundation of Metro public involvement policies with certain procedures required to implement those policies. In addition to the required procedures, Metro may recommend additional activities to help promote more meaningful or effective involvement, greater transparency and accountability in decision-making, and excellence in regional planning.

3.1 Early and continuous public involvement^{xxi}

Required procedures

Plans and programs: Metro will involve the public early and continuously throughout the planning process in developing major plans and programs, including the RTP, the Metropolitan Transportation Improvement Program (MTIP), corridor plans, and high-capacity transit lines plans.

Draft Environmental Impact Statement (DEIS): Metro will involve the public early in developing the DEIS, beginning the Purpose and Need statement and including a formal public comment opportunity.^{xii}

Recommended procedures

Early contact with stakeholders: Stakeholders in the planning process should be identified at the beginning of the planning process and notified of key decision points or opportunities to provide input.

3.2 Reasonable access to information

Required procedures

Access to information: The public will be provided reasonable access to technical information, and public information will be made available in electronically assessable formats, such as the World Wide Web.

Visualization techniques: Metro will employ electronic methods and visualization techniques, such as maps and charts, to provide information to the public. Metro will maintain a project web site where current information on major projects will be posted.

Languages other than English: If a plan or project significantly affects a population known to speak a language other than English, key information about the plan or project, the effect on the area, schedule of events and notices of public involvement opportunities will be made available in that language. Significance can refer either to the impact of the project or to the fact that the project will affect an area in which 5% or more of the people speak another language.

Contact information: Contact information for a staff person who can answer questions and provide more information will be included in all public notices and major publications.

Recommended procedures

Plain language: Information that the public needs to understand a program, project or plan should be written in plain language, with unusual terms defined and a minimum of jargon.

Interactivity: Where appropriate, information should be presented in an interactive format.

3.3 Access to public meetings

Required procedures

Convenient times and locations: All Metro's public meetings will be held at convenient times and in locations that meet the requirements of the Americans with Disabilities

Recommended procedures

Accessible by public transportation: All Metro's public meetings should be held in locations accessible by public transportation. Notices of those meetings should include information about the transit lines that serve those locations as well as the TriMet web address for route-planning and scheduling information.

3.4 Timely information

Required procedures

Timely manner: Information about projects and plans will be provided to the general public, affected public agencies, representatives of transportation agencies, private sector transportation entities and other interested parties, including segments of the community affected by transportation plans, programs, and projects in a timely manner.

3.5 Adequate public notice^{xiii}

Required procedures

Timing of notices: Notice of public involvement opportunities will be provided with adequate time for public review and comment prior to key decisions. Notice of RTP, MTIP and DEIS public comment opportunities must be published on Metro's web site 45 days prior to the opening of the opportunity.

Notice to minority, low-income, and people with limited English proficiency: Staff must take steps to notify minority and low-income people and people with limited English proficiency of comment opportunities. Notices must describe how to request translators, interpreters or services for those with a hearing disability.

Recommended procedures

Notice to organizations: Interested organizations that hold monthly meetings should receive notice of RTP, MTIP and DEIS public involvement opportunities 45 days prior to the opportunity, to allow time for one meeting cycle to occur where members can be informed of the opportunity. The general public should receive notice at least one week before the opportunity.

Notice content: At a minimum, notices should name the project, plan or program; describe how to participate in the opportunity at hand; provide the location of events or how and where to submit comments; and provide the beginning and ending times and dates for all public comment opportunities.

3.6 Public comment opportunities

Required procedures

General: Public comment will be sought prior to adoption of a final RTP, the allocation of funding to projects in the MTIP process and public involvement policies and on major changes or amendments to these plans and policies.

Public involvement policies: The public comment period on new or revised public involvement policies shall be at least 45 days.

RTP and MTIP: The public comment period on a draft RTP or MTIP and major amendments to the RTP or MTIP shall be at least 30 days for transportation plans and 45 days for those that involve land-use actions that trigger requirements for local plan updates. If the final plan or project differs significantly from the review draft, a second public comment opportunity must be offered.

RTP and MTIP Air-quality conformity: The draft conformity determination of the RTP and MTIP and supporting documentation shall be made available for a 30-day public comment period. Written notice shall be made of the availability of this material, and the material shall be provided to anyone who requests it. Comments made during the comment period shall be made part of the final decision record.^{xiv}

DEIS: The lead agency must involve participating agencies and the public in developing the DEIS purpose and need statement. Timing of the involvement is flexible,--i.e., it may take place early in the process before the statement is adopted or during the environmental review. The completed DEIS must offer a public comment opportunity. Unless the lead agency and all participating agencies agree to a longer comment period, the length of the comment period may not exceed *60 days* beginning on the day the document is published in the *Federal Register*.

Recommended procedures

Early input on DEIS: Input should be sought from participating agencies and the public earlier rather than later, and prior to adopting the statement of purpose and need. Although later review of purpose and need is acceptable, early involvement is strongly encouraged as it allows for any discrepancies to be addressed early in the process.

Decisions with short timelines: When a decision has a very short timeline over which Metro has no control, notice will be sent as soon as possible after learning of the opportunity, and the length of the comment period shall be as long as possible. *This section shall not apply to major amendments made to the RTP.*

3.7 Consideration of public comments

Required procedures

Consideration of public comment: Decision makers will consider public comment in all major decisions related to adoption of regional transportation plans and programs. Metro will compile and respond to or summarize as appropriate, substantive comments submitted on the draft RTP, MTIP, and DEIS.

Record of public comment: A public comment report on major transportation plans, programs and projects will be compiled and made available to decision-makers and the public. The public comments received during formal, specified public comment periods will be archived and retained for a period of time specified by an official retention schedule that meets federal, state and regional requirements.

Recommended procedures

Availability of public comment records: The full text of public comments will be made available to the public in electronic formats, with hard copies provided upon request.

3.8 Consideration of the needs of traditionally underserved

Required procedures

Proactive consideration: The needs of populations traditionally underserved in the transportation arena, including low-income and minority people and people with limited English proficiency, will be considered in the planning process. Metro will seek input from minority and low-income populations in developing major transportation plans and programs, including proactive recruitment for Citizen Advisory Committees and, as appropriate, for

technical or policy advisory committees that are integral to the planning process. The needs of those populations will be explicitly considered in developing those plans and programs.

Interpreter and translator services: Services for people with hearing impairments or limited English proficiency will be provided at any public meeting with 24-hour advance notice.

Recommended procedures

Proactive notification and recruitment: Recruitment notices for community members on advisory committees that are integral to transportation plan development and decision-making and notices of public involvement opportunities will be sent to media outlets that serve minority populations and those with limited English proficiency.

3.9 Evaluation of public involvement activities

Required procedures

Activities to be evaluated: The public involvement program associated with each major plan, program or project will be evaluated for effectiveness and include an evaluation of the outreach to underrepresented populations as defined by Title VI and Executive Order 12898 on Environmental Justice. Metro's public involvement procedures will be reviewed by FHWA and the FTA during certification reviews.^{xv} Metro shall collect demographic information for major comment opportunities and public events and analyze the results at least annually.

Timing of evaluation: To ensure full and open access to all, Metro will review its public involvement efforts at least every four years, when the public involvement policies and procedures are reviewed and updated.

Recommended procedures

Timing of evaluation: At the close of major public involvement efforts, the success of those efforts should be evaluated for effectiveness using, for example, checklists, surveys or before and after tests. If the effort involved collection of demographic information, that information should be analyzed and the results captured in order to improve the next public involvement effort.

3.10 Coordination with state public involvement efforts

Required procedures

Coordination with state public involvement: Metro will coordinate public involvement efforts with those of the Oregon Department of Transportation whenever possible. Coordination may include holding joint open houses or hearings, forming joint citizen advisory committees, or developing joint public notices.

Recommended procedures

Joint public events: Metro will coordinate public events with ODOT in developing the MTIP and State TIP when timelines and schedules coincide. Coordination includes issuing joint public notices, holding joint public open houses and offering joint public hearings. Regional transit agencies may also be invited to participate in open houses where transit is a key part of the plan or program.

3.11 Development and maintenance of a public participation policy

Required procedures

Consultation with interested parties: Metro will develop and update public involvement policies in consultation with interested parties as defined in the current federal transportation authorization. Interested parties as defined in SAFETEA-LU include the general public, affected public agencies, public transportation employees, private transportation providers, public transportation users, freight shippers, users of bicycle and pedestrian facilities, disabled, and others as appropriate to the plan or project.

Policy review and updating: Those policies will be reviewed and updated every four years or sooner if there are major changes in federal or state requirements.

Recommended procedures

Plain language: Policies should be succinct and clearly written in plain language, with a minimum of jargon. A glossary should be included to define unfamiliar terms.

Numbering: Policy elements should be numbered for easy reference.

3.12 Development of public involvement plans

Required procedures

Public participation plans for major plans, projects and programs: SAFETEA-LU stipulates that MPOs must develop and utilize a public participation plan prior to adopting the RTP and the MTIP. Those public participation plans must be developed in consultation with interested parties, and the public must have input. In keeping with this requirement and the requirement for early and often involvement of the public in major planning projects, Metro will develop a public involvement plan before beginning the RTP or the MTIP in consultation with interested parties. The plan will be reviewed by the Metro Committee for Citizen Involvement (MCCI) as a representative of the general public.

Recommended procedures

Public review of plans: Public involvement plans for major plans, programs and projects, such as the RTP, the MTIP and corridor plans and projects, should be reviewed by interested parties and the general public in addition to MCCI.

Content of plans: Plans should list the types of public involvement opportunities that will be offered (e.g., citizen advisory committees, workshops, open houses, comment periods and formal public hearings), when the opportunities will be offered, strategies for addressing the concerns of minority and low-income populations, and key decision points where public comment will be sought.

Citizen Advisory Committee (CAC): If a CAC is used, it should be recruited as early as possible in the planning process. Application and service requirements should be widely disseminated. Major stakeholders and/or geographic should be represented. Special effort should be made to recruit people who can represent the interests of minority, low-income, elderly and disabled people.

GLOSSARY

Corridor—A transportation corridor is a swath of land in which at least one main line for transportation, such as a road to rail line, has been built. New transport lines may be built in existing corridors to minimize pollution or supplement mobility. Corridor plans may include plans for new light rail lines, parallel arterials or multi-use paths.

DEIS and FEIS—Draft and Final Environmental Impact Statements required by the National Environmental Policy Act for federal government agency actions that significantly affect the quality of the human environment. The document has four parts:

- (1) statement of the Purpose and Need
- (2) description of the Affected Environment,
- (3) description of the Range of Alternatives
- (4) description of the environmental impacts of the alternatives

The lead agency is required to seek public input on the Purpose and Need statement and seek public comment on the completed DEIS, but is generally not required to seek public comment on the FEIS.

Federal Register—Official daily publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents. The *Federal Register* is published by the Office of the Federal Register, National Archives and Records Administration (NARA).

High capacity transit (HCT)—Public transit that has an exclusive right of way, a non-exclusive right of way or a combination and that make fewer stops, travels at higher speeds and carries more people than local service transit. Examples include light rail, commuter rail and bus rapid transit.

Major amendment (to the RTP or MTIP)—Changes to an RTP or MTIP that involve additions or deletions of projects or a significant change in scope of the project location or function. The addition of project details, minor elements or the adjustment of funding levels to previously approved projects or programs are not considered major amendments.

The following types of projects are *not* considered a major amendment: Bridge repair or replacement projects less than \$5 million in total cost; Preservation projects less than \$5 million on the Interstate system or less than \$2 million on the arterial system; Operations projects less than \$2 million; bicycle or pedestrian projects less than \$500,000; general planning or corridor studies less than \$200,000; appropriations for projects previously identified and approved by Metro resolution as regional priorities for federal earmarks; grants awarded through the ODOT Public Transit Division discretionary grant program; and emergency additions where imminent public safety hazard is involved. Additionally, projects that are exempt from air quality conformity analysis by federal rule or are determined to not be regionally significant for air quality purposes are not considered major amendments.

Metropolitan Planning Organization (MPO)—A federally mandated, state-designated transportation policy-making organization made up of representatives from local government and transportation authorities Urbanized areas with populations greater than 50,000 must have an MPO in order to receive federal transportation funding.^{xvi}

Metropolitan Transportation Improvement Program (TIP)—The federally required documentation of transportation investments scheduled for a metropolitan region during a four-year cycle. In the Portland metropolitan area, the MTIP includes federal funding for

transportation projects and programs administered by the Oregon Department of Transportation, Metro, TriMet and SMART.

Public involvement plan—A plan for involving key stakeholders and the general public in developing a specific, time-limited project, program, or plan. Public involvement plans identify key stakeholders, communication media, public involvement strategies and a timetable.

Public involvement policy—An organization’s overarching public involvement guidelines, such as those in this document. In this document, the public involvement policies are distinguished from public involvement plans by their general rather than specific application.

Regional Transportation Plan (RTP)— A plan that MPOs are required to develop for their metropolitan area and update every four years. The plan includes policies to guide the design of the transportation system and transportation system plan that looks ahead at least 20 years. Federal regulations may refer to this as the Metropolitan Transportation Plan.

Stakeholders—Individuals and organizations with an interest in or who are affected by the transportation planning process. Stakeholders include federal, state, regional and local officials, jurisdictions, institutions, community groups, transit operators, freight companies, shippers, the general public. SAFETEA-LU specifically names bicycle, pedestrian and freight interests and people who have traditionally been underrepresented in the planning process as stakeholders in transportation planning process.

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- i SAFETEA-LU emphasizes strong planning processes and public involvement.
- ii Oregon's Statewide Planning Goals and Guidelines, goal 1: citizen involvement OAR 660-015-0000(1).
- iii Title VI of the Civil Rights Act of 1964 declares that no person shall be excluded from participating in any program receiving federal assistance on the basis of race, color or national origin.
- iv The Civil Rights Restoration Act of 1987 restored the broad application of the Civil Rights Act of 1964 to include the entire agency or organization that receives federal funding as well as sub-recipients and contractors, 20 USC 1681.
- v Executive Order 12898 on Environmental Justice requires mitigation or avoidance of actions that disproportionately and adversely affect minority and low income populations.
- vi Executive Order 13166 on Limited English Proficiency requires providing access to services for people with limited English proficiency.
- vii National Environmental Policy Act (NEPA) requires consideration of impacts on human environments.
- viii 28 CFR 36 Americans with Disabilities Act requires government programs to be accessible to people with disabilities.
- ix 23 CFR part 450, sub-part C, (i) requires a 45-day public comment period prior to adoption of public involvement process.
- x 23 CFR 450.210 and 450.316 requires early and continuous public involvement.
- xi FHWA/FTA Interim Policy on Public Involvement requires effective public involvement processes custom tailored to local conditions.
- xii 23 CFR 771 Environmental Impact and Related Procedures requires early coordination and public involvement in project development.
- xiii 23 USC 135 Provides for reasonable access to comment on proposed plans .
- xiv State Conformity rule 340-252-0060 describes required consultations on air-quality determinations, including required public involvement.
- xv 23 CFR part 450, subpart C, (x) addresses FHWA and FTA evaluation of the effectiveness of public involvement procedures as part of their MPO certification review.
- xvi 23 USC 134 and 135 govern statewide and metropolitan transportation planning.



Metro | *People places. Open spaces.*

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

Metro representatives

Metro Council President – David Bragdon

Metro Councilors

Rod Park, District 1

Carlotta Collette, District 2

Carl Hosticka, District 3

Kathryn Harrington, District 4

Rex Burkholder, District 5

Robert Liberty, District 6

Auditor – Suzanne Flynn

[www.oregon**metro.gov**](http://www.oregonmetro.gov)

Metro

600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 09-4069, FOR THE PURPOSE OF UPDATING THE TRANSPORTATION PLANNING PUBLIC INVOLVEMENT POLICY TO CONFORM TO PUBLIC INVOLVEMENT REQUIREMENTS IN THE CURRENT FEDERAL TRANSPORTATION AUTHORIZATION ACT

Date: July 29, 2009

Prepared by: Pat Emmerson
503-797-1551

BACKGROUND

The first Transportation Planning Public Involvement Policy was adopted by the Metro Council in July 1995, in response to new requirements in the federal transportation funding legislation. Those policies called for review and revision every three years. The last review and revision occurred in 2004. This revision was undertaken to clarify policy requirements as distinguished from recommendations; to meet enhanced public involvement requirements in the most recent transportation authorization, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU); and to address provisions in Metro's Title VI plan that pertain to public involvement of and outreach to minorities and other groups who have been historically under-represented in transportation decision-making.

Exhibit A to the resolution incorporates revisions identified during a periodic review of the Transportation Planning Public Involvement Policy. Revisions include:

- Simplifying the policy to clearly distinguish actions that are required by state or federal law from those recommended by Metro.
- Adding language that acknowledges requirements contained in the current transportation authorization act, SAFETEA-LU, directing staff to employ creative means to reach the public.
- Clarifying language that acknowledges requirements contained in Title VI of the 1984 Civil Rights Act and related executive orders, directing staff to proactively involve minority, low-income, and people with limited English proficiency who have been historically under-represented in the transportation planning and decision-making process.
- Eliminating language that named specific communication media to be used for notification and outreach purposes, in recognition of the fact that communication technology is changing rapidly.
- Removing the public involvement checklist for local jurisdictions from policy, but offering it as a checklist for local jurisdictions to use as the basis of a public involvement certification letter required for projects to be eligible for regional flexible funding (Attachment 1). Regional flexible funding is that portion of federal Congestion Mitigation and Air Quality/Surface Transportation Program funding that is administered in the Portland metropolitan region by Metro.

The revised Transportation Planning Public Involvement Policy was posted for a 45-day public review and comment period from May 21 to July 6, 2009. Notice of the public comment period and availability of the policy was posted on Metro's web site and distributed electronically to public affairs specialists in the cities and counties within Metro's jurisdiction, the Oregon Department of Transportation, the Federal Highway Administration, the Federal Transit Administration, and individuals and organizations on Metro's e-notification lists. The draft policy document was presented to the Metro Committee for Citizen Involvement (MCCI) for review prior to releasing it for public comment. MCCI members provided

comments on the policy, which were incorporated prior to public release of the draft. No additional comments on the draft public involvement policies were received during the comment period.

ANALYSIS/INFORMATION

Known Opposition

None

Legal Antecedents

Previous related Metro Council actions include:

- Metro Resolution 95-2174A, For the Purpose of Adopting Public Involvement Policies For Regional Transportation Planning and For Local Jurisdictions Submitting Projects to Metro For RTP and MTIP Consideration, adopted on July 27, 1995
- Metro Resolution 04-3450, For the Purpose of Revising the Transportation Planning Public Involvement Policy to Update the Policy and to Consolidate Metro and Local Government Standards, adopted June 10, 2004

Anticipated Effects

Improved public involvement procedures for Metro transportation planning, Metro-administered funding, and Metro-led projects; clearer public involvement expectations and improved accountability for local projects applying for federal funding that is administered by Metro.

Budget Impacts

None.

RECOMMENDED ACTION

Adopt Resolution 09-4069.

Regional flexible funding call for projects

Local public involvement checklist

This checklist is intended to guide local jurisdictions in the public involvement activities to be carried out on the local level for local projects to be eligible for a regional flexible funding allocation. The flexible funding allocation comes from the portion of federal Congestion Mitigation and Air Quality/Surface Transportation Program funding that is administered in the Portland metropolitan region by Metro and listed in the Metropolitan Transportation Improvement Program.

The statement that follows the checklist must be signed by the local elected body or comparable authority certifying that a public involvement process (summarized in the statement) has taken place. The signed statement must accompany regional flexible funding project application packages that are submitted to Metro.

Project sponsors should retain a file of the information on their public involvement program (shown in *italic*) in the event of a dispute.

Checklist

1. At the beginning of the transportation plan or program, a public involvement program was developed and applied that met the breadth and scope of the plan/program. Public participation was broad-based, with early and continuing opportunities throughout the plan/program's lifetime.

Keep copy of applicable public involvement plan and/or procedures.

2. Appropriate interested and affected groups were identified, and the list was updated as needed.

Maintain list of interested and affected parties.

3. Announced the initiation of the plan/program and solicited initial input. If the plan/ program's schedule allowed, neighborhood associations, citizen planning organizations and other interest groups were notified 45 calendar days prior to (1) the public meeting or other activity used to kick off public involvement for the plan/program; and (2) the initial decision on the scope and alternatives to be studied.

Keep descriptions of initial opportunities to involve the public and to announce the project's initiation. Keep descriptions of the tools or strategies used to attract interest and obtain initial input.

4. Provided reasonable notification of key decision points and opportunities for public involvement in the planning and programming process. Neighborhood associations, citizen planning organizations and other interest groups were notified as early as possible.

Keep examples of how the public was notified of key decision points and public involvement opportunities, including notices and dated examples. For announcements sent by mail, document the number of persons/groups on mailing list.

5. Provided a forum for timely, accessible input throughout the lifetime of the plan/program.

Keep descriptions of opportunities for ongoing public involvement in the plan/program, including citizen advisory committees. For key public meetings, this includes the date, location and attendance.

6. Provided opportunity for input in reviewing screening and prioritization criteria.

Keep descriptions of opportunities for public involvement in reviewing screening and prioritization criteria. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.

7. Provided opportunity for review/comment on staff recommendations.

Keep descriptions of opportunities for public review of staff recommendations. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.

8. Considered and responded to public comments and questions. As appropriate, the draft documents and/or recommendations were revised based on public input.

Keep record of comments received and response provided.

9. Provided adequate notification of final adoption of the plan or program. If the plan or program's schedule allows, the local jurisdiction should notify neighborhood associations, citizen participation organizations and other interest groups 45 calendar days prior to the adoption date. A follow-up notice should be distributed prior to the event to provide more detailed information.

Keep descriptions of the notifications, including dated examples. For announcements sent by mail, keep descriptions and include number of persons/groups on mailing list.

Regional flexible funding call for projects

Public involvement certification statement

Summarize (maximum 2 pages) the key elements of the public involvement process for this plan, program or group of projects.

(project sponsor/agency/jurisdiction) certifies the public involvement process summarized above.

(signed)

(date)

September 15, 2009

Overview and
recommendations



MAKING THE GREATEST PLACE

Strategies for a sustainable and prosperous region

A report from
Metro's Chief Operating Officer

September 15, 2009

 Metro | *People places. Open spaces.*



Dear Friend,

After four years of study, analysis, number crunching and hard work with our local government partners – and people like you from around the region – I am pleased to provide you with a comprehensive set of proposed strategies for creating a sustainable and prosperous region.

This document contains a brief overview, with a summary of recommendations located on pages 14 and 15. For more detailed information, including supporting documents and appendices, visit www.oregonmetro.gov/greatestplace.

I want to stress that these are *recommendations* from Metro's staff – not decisions. They are intended to spark conversation and promote dialogue to inform future decisions by the Metro Council and other elected officials around the region.

One of the primary reasons our region is successful is because Metro does not make decisions or plan in a vacuum. Instead, we work with our local partners and the region's residents to achieve the outcomes we value as a community. Those outcomes include preserving our urban growth boundary to protect farmland, forestland and outdoor recreation opportunities while ensuring we have enough land to accommodate new residents and businesses for at least the next 20 years; making the most of our existing roads, sidewalks, sewers, parks, schools, and other public investments; and, perhaps most importantly, doing everything we can to ensure there are enough good jobs for the people who are here now and those who will come.

As Metro's chief operating officer, I present these recommendations to you and invite you to voice your opinion. Each of us bears responsibility for helping make our region the greatest place it can be.

The Metro Council and all the elected policymakers from our region look forward to hearing from you.

Sincerely,

A handwritten signature in black ink that reads "Michael Jordan". The signature is written in a cursive, flowing style.

Michael Jordan
Metro Chief Operating Officer

a high quality of life

80

Eighty percent of residents of the Portland metropolitan region mention the environment when asked what they enjoy most about the quality of life in the region.

83

Eighty-three percent of residents believe that land use regulations are an essential tool to protect the region's quality of life.

83

Eighty-three percent of residents agree that maintaining the region's quality of life will bring jobs to the region.



INVESTING IN OUR FUTURE

These are difficult times in our nation and our state. Unemployment is high, trust in traditional institutions is low, and an unprecedented array of challenges loom over our future.

Yet even in the face of extraordinary economic difficulties, the people of the greater Portland metropolitan region remain optimistic. We value the exceptional quality of life that is supported both by our unmatched natural setting and by the creativity and civic spirit that have enabled us to build lively communities throughout our region. We understand that in the long run, our livability provides a competitive advantage that allows us to attract and keep a talented work force and cutting-edge employers.

We also understand that while the place we call home is the envy of people across the nation, we face both local and global changes that will require us to do better.

The people of the region expect leadership that respects our common values and builds upon the legacy we have inherited. We deserve government that is careful with our money, responsive to our needs and sensitive to the challenges we face.

The city and county governments of the region reflect the aspirations of the people they serve. They want to cultivate great communities that can thrive in a changing world. Their relationship with their residents is direct and immediate, and when times are tough they get squeezed between budget cuts and increased demand for services. They expect their regional government to be a partner in serving their communities.

It is in this spirit of innovation, partnership and service that I offer my recommendations for the next phase of our efforts to make this region the greatest place it can be.

These recommendations have many elements, but they revolve around a single imperative: we must invest in our communities to secure the future the people of the region desire. This means we must invest existing dollars strategically; focus our investments for maximum impact; elevate our level of overall investment; and deploy our public resources in a way that supports private investment. Only if we do all of these things can we ensure a strong economy, a healthy environment and communities that serve the needs of all.

We must invest in our communities to secure the future the people of the region desire.

Investing in public priorities

Specifically, I recommend that we invest in ways that:

Focus our growth in city and town centers and main streets within the current urban growth boundary to the greatest extent possible – to preserve farms, forests and natural areas outside the boundary while protecting single-family neighborhoods within our existing communities.

Repair and maintain our existing public works and community assets – roads, water and sewer lines, schools, parks and public places – to get the most out of what we already have, bring increased vitality to our communities and create a solid foundation for meeting the needs of the future.

Protect and create good jobs for the people who live here now, and those who will come.



**thriving,
compact
communities**

15,000

There are 15,000 acres of vacant, buildable land within the urban growth boundary, a combined area roughly 35 times the size of downtown Portland.

95

In the last ten years, almost 95 percent of all new residential development occurred inside the original 1979 urban growth boundary.

33

In a nationwide study, compact communities were shown to reduce average driving by as much as 33 percent.

WHERE WE'VE BEEN AND WHAT WE'VE LEARNED

Fortunately, we are not starting from scratch. For years, the Portland region has been widely celebrated for its dedication to planning for the future. Our successes are well-known and defy national trends:



By accommodating rapid growth while limiting expansion of the urban growth boundary, we have reaped many benefits. Unlike most communities nationwide, we are consuming land at a rate less than our rate of population growth. Our efficient use of urban land protects valuable farms, forests and natural areas, makes our communities more vibrant, reduces the region's carbon footprint, and saves both public and private dollars.



By increasing travel choices, we have made it possible for people to meet their needs while driving less. Our transit use and biking are increasing much faster than our population, and compact growth has helped to shorten trips and make our communities more walkable. As a result, while the average American drives more miles every year, the average amount each of us drives has been declining for more than a decade. Because we are able to drive less, more than \$1 billion a year remains in our pockets, most of which returns to our regional economy.



We have acted to protect our region's natural heritage. By purchasing thousands of acres of natural areas with voter-approved funds, we are protecting and restoring wildlife habitat and water quality and enhancing access to nature for current and future residents. Now a broad coalition of public, private and nonprofit partners is working to link the region's parks, trails and natural areas into a seamless system that makes the experience of the outdoors more accessible to all.



We have cleaned up our air and stabilized our greenhouse gas emissions. Portland's air quality violations have declined from 180 days a year in the 1960s to zero today. While greenhouse gas emissions nationwide have increased by 17 percent since 1990, in Portland and surrounding Multnomah County they have declined by 0.7 percent.

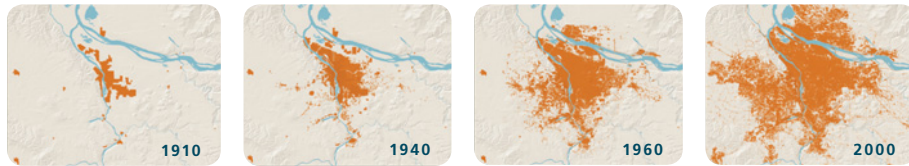
The bottom line is that we've created a place where people want to live. Longtime residents fiercely defend the livability of their communities, and our excellent quality of life continues to attract new residents, including members of the highly sought-after cohort of educated young adults – even during the current economic downturn.

But patting ourselves on the back will only take us so far. Yes, our long-range plan, the 2040 Growth Concept (see box, page 6), enjoys local support and national admiration and our planning expertise gives us a leg up on many other urban regions. But a decade and a half after the adoption of our long-range plan, we have yet to fully achieve our regional vision. We have reached a point where planning alone will not suffice.

Put bluntly, the tools of the past are not enough to address the increasingly complex challenges of the future.

For example:

Our population is growing and changing. Within 25 years, we can expect to be joined by one million new neighbors – a much faster rate of growth than was forecast when the region developed its long-range plan. We are becoming more diverse, we are growing older, our household size is shrinking and there is a growing gulf between haves and have-nots.



We are failing to maintain our existing public facilities, and can't afford the investments we need to protect our livability as we grow. Meanwhile, the costs of providing, maintaining, and replacing pipes, pavement, parks and other public facilities and services are skyrocketing, even as traditional sources of funding – including federal dollars that have financed much of the region's infrastructure – are drying up.



public assets and investments

27

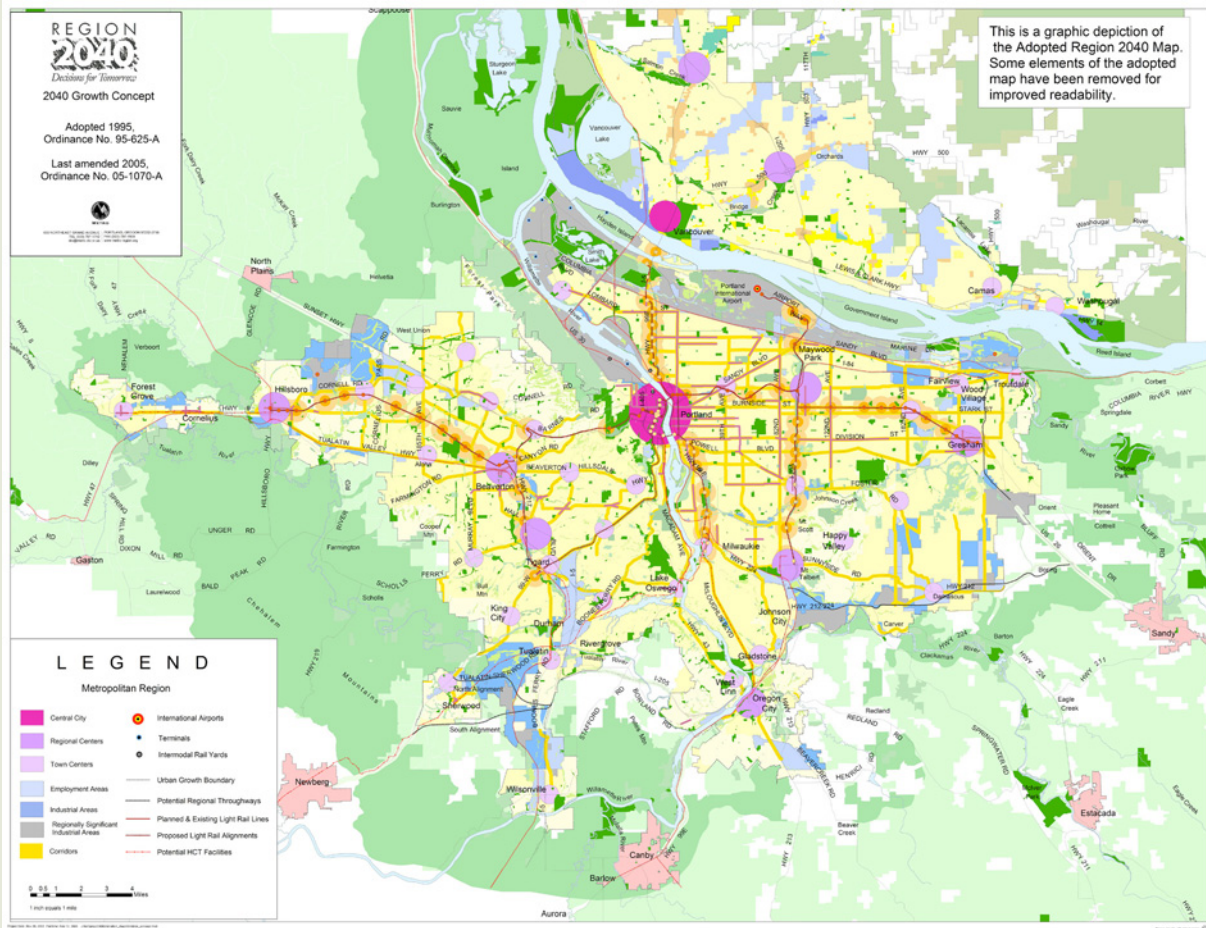
Since 1965, government spending on transportation, sewers and water systems has declined from 39 cents to 25 cents for every dollar spent on private residential construction.

10 billion

Our region will need approximately \$10 billion during the next few decades just to repair and rebuild our existing infrastructure. To meet the demands of anticipated growth in jobs and housing in the region through 2035, we will need as much as \$31 billion in additional funding.

8th place

Oregon ranks last in total auto taxes collected compared with other Western states (Arizona, California, Idaho, Montana, Nevada, Washington and Utah).



greenspaces

8,100

Acres purchased by Metro through bond funds approved by voters in 1995. Thousands more acres will be purchased by Metro through a second bond measure approved by voters in 2006.

8,000

Based on population projections, the region will likely need 5,000 acres of urban parks and 8,000 additional acres of open space by 2035.

The 2040 Growth Concept – In 1995, the Metro Council adopted the 2040 Growth Concept, a long-range plan designed with the participation of thousands of Oregonians. This innovative blueprint for the future acknowledges population growth as a fact of life, but expresses the region’s intent to incorporate growth within existing urban areas as much as possible and expand the urban growth boundary only when necessary. Implicit in the plan is the understanding that compact development is more sustainable, more livable and more fiscally responsible than low-density sprawl, and will reduce the region’s carbon footprint.



Our fragmented governance structures and antiquated public finance systems frustrate our ability to deliver on our regional development goals. Many areas of the region are served by a hodgepodge of local governments and service providers whose jurisdictions are often artifacts of history that do not coincide with current community boundaries, infrastructure capacity or demand. This situation raises questions of equity and hampers coordination of regional development.



Our economy is globalizing, greening and changing in other ways we cannot anticipate. Our region's status as both a hub for domestic commerce and a gateway for international trade provides tremendous benefits but also makes us highly vulnerable to global economic changes. We are also rapidly becoming an international epicenter of the movement toward a sustainable economy. While these and other factors confound our ability to predict the character of future employment, it is clear that the future will not look like the past.

Energy instability and climate change require us to rethink everything – from where we live to where we get our food to how we get around. Even though our region is a national leader in stabilizing carbon emissions, our current efforts fall far short of what is needed to meet carbon reduction targets established in state law.

In the face of these and other challenges, we will need to be smarter, work harder and dig deeper to achieve the aspirations of our communities and truly realize our regional vision. Now is the time to adopt new approaches that will enable us to maintain and improve our communities, protect our urban growth boundary and our natural environment, and support a strong economy that benefits all of the people of our growing region.

getting from here to there

70

More than 70 percent of the region's residents live within 1/4 mile of public transit.

34

Transportation activities are the second largest source of greenhouse gases in the state, accounting for approximately 34 percent of the state's carbon dioxide emissions.

100 million

Commuters here spend 100 million fewer hours per year getting to work compared with the 33 other largest metro areas in the nation. People here are twice as likely to use transit and seven times as likely to bike than other large metro areas, leaving more room on the road for moving goods and freight.

\$1.1 billion

The region's shorter commute translates into \$1.1 billion in savings on transportation costs, most of which is reinvested in the local economy.

jobs and the economy

1.0 to 1.3

The region must plan for between 1.0 and 1.3 million total jobs by 2030.

71

71 percent of the Portland region's largest employers originated here.

10,000

There are nearly 10,000 acres of vacant employment land inside the UGB and thousands more acres of dilapidated, contaminated and underutilized employment sites.



Meeting the challenge: MAKING THE GREATEST PLACE

For all of these reasons, the region has been working for four years to develop a new, integrated approach to guiding the growth and development of our communities.

This new approach builds on the strong foundation of the 2040 Growth Concept, which calls for focusing development in city and town centers, along transportation corridors and near employment areas. But while that plan reflects a regional agreement about what we want the future to look like, the new approach – known as “Making the Greatest Place” – represents a concerted effort to decide how we are going to get there. It responds to new challenges with new tools and marks a renewed commitment to making this region the greatest place to live, work, learn and play.



In September 2005, the region’s leaders received a wake-up call: a forecast that more than one million more people would live here within 25 years. This dose of reality stimulated a burst of activity region-wide that will culminate during the coming year in a series of major decisions that will change the way we tackle the challenges – and seize the opportunities – that come with growth.

Since 2005, the region has:

Embraced a comprehensive new definition of the attributes that comprise successful communities (see box).

Completed the “Shape of the Region” study, which evaluated the importance of land outside the urban growth boundary for agriculture, forestry and the protection of natural landscape features, and identified the common attributes of great communities

Collaborated to obtain legislative authority to jointly establish urban and rural reserves directing where the region will and will not grow over the next 40 to 50 years

Required major construction projects to support planning for the development of areas included in the urban growth boundary

Analyzed the region’s long-term need to increase public investments in infrastructure

Undertaken a new, outcome-oriented approach to transportation planning

Endorsed a long-term plan to expand the region’s high-capacity transit system

Initiated a conversation about the local aspirations of communities throughout the region

Begun to integrate the imperative to reduce carbon pollution into our land use and transportation plans

Developed and refined a series of “scenarios” to illustrate the implications of various land use and investment choices

Produced 20- and 50- year population and employment range forecasts that illustrate the need to make decisions in the face of uncertainty

Generated an analysis of the capacity of the current urban growth boundary to accommodate growth while anticipating potential changes in both policy and market behavior

Attributes of great communities: The region’s desired outcomes

The “Making the Greatest Place” initiative represents a renewed effort to attain objectives the region has long sought to achieve. However, policy documents of the past often focused on strategies (e.g., “compact urban form”) rather than on the actual outcomes that are important to people’s lives.

In 2008, the region agreed on a set of desired outcomes that not only reflect what really matters to the citizens of the region, but also may be used to develop benchmarks against which we can measure our progress toward creating great communities. It is these outcomes that this recommendation is designed to achieve:

Vibrant communities – People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.

Economic prosperity – Current and future residents benefit from the region’s sustained economic competitiveness and prosperity.

Safe and reliable transportation – People have safe and reliable transportation choices that enhance their quality of life.

Leadership on climate change – The region is a leader in minimizing contributions to global warming.

Clean air and water – Current and future generations enjoy clean air, clean water, and healthy ecosystems.

Equity – The benefits and burdens of growth and change are distributed equitably.





Guiding principles

All of this work has contributed to the emergence of a common understanding of what we need to do to realize our shared vision. We have learned that “making the greatest place” will require many actions by many players. Now we begin the task of weaving together these different threads to strengthen the fabric of our existing and future communities.

In developing these recommendations, I have been guided by several key principles that have emerged from the conversations in which the region has been engaged for the last four years:

Focus on outcomes. Our actions should be specifically designed to achieve six desired outcomes that matter to the people of the region: vibrant communities, economic prosperity, safe and reliable transportation choices, clean air and water, reduced contributions to global warming, and fair distribution of the benefits and burdens of growth.

Move from “what” to “how.” Having agreed on what we are trying to achieve, we must accelerate the fundamental shift in emphasis from developing a vision of the future to making the vision we have already embraced a reality.

Minimize risk. Even with Metro’s tremendous forecasting capabilities, the future remains uncertain. We should act based on the best available information, but in ways that leave future generations the flexibility to make adjustments if our assumptions are wrong.



Don't chase numbers. We need to devote our energy to creating great communities. We can't allow ourselves to get bogged down in a numbers game where we squabble about how many dwelling units can fit on the head of a pin.

Work together. We have come this far because of our history of public involvement and collaborative governance. Future success will require us to forge new partnerships and will entail a range of highly interdependent decisions and actions by many players beyond Metro – chiefly city and county governments, but also other public agencies and the private sector.

- 1,450,000 residents living within the urban growth boundary
- 65,600 businesses
- 33,229 acres of public parks and natural areas
- 830 miles of rivers and streams
- 25 cities
- 3 counties
- 1 region



Some people want to live in the suburbs and feel strongly that their quality of life, their American dream, is a house and a yard and a fence. Others want to live in a vital city where they're a regular at the coffee shop down the street. It's not that one is better than the other, but it is a fact that within this region, you can choose either, and that's what we're trying to achieve – not that everyone chooses the same, but that people can find what they want.

— Ethan Seltzer, director, Toulan School of Urban Studies and Planning, Portland State University



RECOMMENDATIONS

Today, I am recommending the following three categories of actions:



Make the most of what we have. Our top priority must be to improve the quality of life for the people who live here now by investing in our existing communities. We should leverage previous investments, rebuild dilapidated buildings and decaying infrastructure, revitalize town and city centers and maintain community assets before taking care of people who are not here yet.



Protect our urban growth boundary. Second, by leveraging both strategic investment and innovative policies, we should accommodate most of our population growth in our existing communities rather than by adding large amounts of farm and forest land to the boundary at the edge of the region.

Walk our talk. Finally, to ensure that our actions and investments are responsive to the values and priorities of the region's residents, we must develop and adopt performance targets specifically based upon the region's desired outcomes, and use those targets to hold ourselves accountable for achieving those outcomes.

My specific recommendations, which are summarized on pages 14 and 15 and detailed in Section 2 of this report, represent the integration of several policy areas that, until now, have been considered in discrete processes, sometimes with conflicting results. During the last four years, the region has explored the linkages among various policy “streams” and the ways they inform each other. This recommendation represents the “confluence” of those various streams into a coordinated strategy.

It is important to remember that this document does not represent a *decision* by anyone; it is a set of *recommendations* that are intended to invite, and give focus to, the regional conversation that will ensue. And once these recommendations have been acted upon by the decision makers of the region, we will not be finished. Many questions will remain, but the choices we make today will determine the choices we are able to make in the future.



integrating habitats and greenspaces

64

Sixty-four percent of metro area residents live within 1/4 mile of a public park, greenspace or regional trail. Ninety-seven percent of Boston's children live within 1/4 mile of a park.

53

Approximately 53 percent of the region's park land and 60 percent of land within 50 feet of streams and wetlands are deforested.

10

About 10 percent of the region's floodplains are developed, substantially degrading ground and stream water quality.

Strategies for a sustainable and prosperous region

1

MAKE THE MOST OF WHAT WE HAVE

Invest to maintain and improve our existing communities.

By December, 2010, adopt an integrated regional investment strategy focused on revitalizing our downtowns, main streets and employment areas consistent with the 2040 Growth Concept.

Place the highest priority on maintaining the public investments we have already made, including our roads, sidewalks, water and sewer lines, and parks.

Reuse and revitalize dilapidated buildings, vacant and under-used lots, and decaying infrastructure in already developed areas, accommodating growth within the urban growth boundary and bringing increased economic activity to those areas.

Get more for the public's money by ensuring that regional investments are coordinated with each other, and with the goals and investments of local communities.

Leverage private investment through strategic coordination of public investments with the private sector.

Protect existing residential neighborhoods by focusing new residential and commercial development in downtowns and along main streets.

Consider the natural environment, personal and public costs, individual and regional equity, and health in all of our investment decisions.

Identify local and regional actions needed to pursue new sources of funding to maintain and improve existing communities, accommodate growth and create favorable conditions for job creation within the UGB.

Make transportation investments that increase safe, affordable and convenient travel options for everyone and help the region's businesses and industry remain competitive.

Get the most out of the transportation system we already have by:

- Repairing and maintaining our existing roads, bridges, public transit and bicycle and pedestrian facilities.
- Employing market incentives and pricing strategies to use our transportation system as efficiently as possible.
- Investing in smart technological solutions to reduce and manage congestion.

Attract and retain businesses and family-wage jobs through strategic investments in roads and transit as well as critical air, marine and freight rail facilities.

Increase transportation choices, protect air quality, and reduce congestion by accelerating development of transit, biking and walking facilities.

Maintain compact communities that allow for more cost-effective transportation investments and make it easier for residents to perform the tasks of their day-to-day lives.

2

PROTECT OUR URBAN GROWTH BOUNDARY

To the maximum extent possible, ensure that growth is accommodated within the existing boundary.

Manage the urban growth boundary to protect farm and forest land, support a strong economy, and maintain and create great communities.

Accommodate most growth through investment within the existing UGB.

Use land inside the boundary more efficiently to reduce residents' transportation costs, get the most from our public investments, and limit unnecessary urban expansion into farmland, forest land and natural areas.

Support job creation and economic opportunity and enhance development in existing communities by making strategic UGB expansions as needed to take advantage of real opportunities to attract key employers.

Protect the region's industrial land supply from conversion to non-industrial uses and improve and protect access to major industrial areas.

Require rigorous urban and financial planning prior to UGB expansion to address land use, infrastructure, and governance issues.

Protect farms, forests and natural areas outside the boundary.

Use urban and rural reserves to achieve the region's long-term goals.

Designate urban reserves based on successful implementation of Strategy 1 calling for strong investment within existing communities, where most growth will occur.

Establish urban reserves in areas that will:

- Strengthen and complement existing downtowns, main streets and employment areas.
- Protect the agricultural industry from the impacts of urban development.
- Support good jobs and a healthy economy by facilitating addition of industrial land to the urban growth boundary when needed.
- Use less land and less carbon and offer citizens more economical living choices.

Designate rural reserves to provide long-term protection for the agriculture and forest industries and for important natural landscape features.

Prepare for and support private investment in efficient development through greater use of existing zoning strategies and financial incentives.

Use existing financial incentives more aggressively and creatively to help local communities achieve their aspirations for their downtowns, main streets and employment areas.

Encourage innovative approaches to zoning to encourage development of downtowns and town centers, make transportation corridors ready for high capacity transit, and protect industrial land for industrial use.

3

WALK OUR TALK

Be accountable for our actions and responsible with the public's money.

Ensure that public investments are consistent with the public's values and priorities.

Develop and adopt performance targets specifically based on the region's desired outcomes.

Measure our performance against these targets.

Adapt our policies and investment strategies based on what we learn.

Hold ourselves accountable to achieving the region's desired outcomes.



FULFILLING THE PROMISE OF OUR REGION

For longer than we can remember, this special place has nourished the bodies and the souls of the people lucky enough to have found their way here. The abundance and splendor in our common backyard inspire not just awe, but action, as the land invites us to engage with it in myriad ways.

Our relationship with our surroundings remains at the heart of every resident's experience of life in this evolving region. Today, we enjoy not only the richness of our natural endowment, but also the dynamic communities we have built upon its foundation.

We have been entrusted with this wondrous place at a critical time. Residents of this region have always confronted challenges that tested their resourcefulness and commitment, and we are the beneficiaries of wise decisions made in the face of change by those who came before us. Now we bear the responsibility of carrying forward the legacy of courageous innovation that we have inherited.

However, the changes we face today are unprecedented in their magnitude and complexity. Paradoxically, clinging to our past – or even to things as they are – imperils our future; if we fail to act decisively in anticipation of the upheavals on the horizon, we will squander the opportunities that come with change, and risk losing the very nature of this region.

The decisions we make today will have profound consequences, not only for our descendents but for the land itself, as well as its waters, its wildlife and the very air we breathe. Luckily, the people of this region have the smarts, the guts and the dedication to chart a new and successful course.

Together, we can continue to fulfill the promise of this place.

Section 2 | Recommendations

STRATEGIES FOR A SUSTAINABLE AND PROSPEROUS REGION

A report from Metro's Chief Operating Officer

For the last four years, public officials from throughout the Portland metropolitan area have worked hard to lay the groundwork for major decisions about the future of the region. Together, Metro and its local partners have analyzed past performance and current trends, looked into the future, developed a range of policy alternatives, and sought advice from citizens. We established a set of six outcomes that matter to residents of the region, posed optional courses of action, and studied the contributions of these actions toward the desired outcomes.

We have come to understand that *Making the Greatest Place* will require many actions by many players, coordinated to take full advantage of everyone's efforts and to wring the most public value from the public's dollars. Now we have reached the point at which we must lay some proposals on the regional "table" to allow us to see the whole and how its parts might fit together.

As noted in the previous section, the set of strategies and actions proposed here brings together several strands of policy in order to maintain and improve our existing communities, protect the urban growth boundary and support prosperous economy. This recommendation is intended to set the stage for discussion among the people of the region about the choices we face.

SETTING THE STAGE FOR MAKING THE GREATEST PLACE

Knowing where we're going – the region's desired outcomes

The region has long agreed on its vision of the future, and the people who live here have remained remarkably consistent in their commitment to the values that underlie that vision, as expressed in the 2040 Growth Concept. In the summer of 2008, the region agreed that our planning efforts should start by defining in clear and simple terms the outcomes that residents tell us they want. To that end, the Metro Council and our regional partners in local government adopted the six desired outcomes described in Section 1 of this recommendation to guide our regional planning for the future. Briefly, those outcomes are:

- Vibrant and walkable communities
- Economic competitiveness and prosperity
- Safe and reliable transportation choices
- Leadership in addressing climate change
- Clean air, clean water and healthy ecosystems
- Equitable distribution of the benefits and burdens of growth

Growth forecast – How many people and jobs are we expecting?

With these outcomes in mind, we began the process of developing an integrated regional development strategy with a growth forecast. State law requires Metro to provide sufficient capacity to accommodate the growth in population and employment expected in the next 20 years. To do that, we need to know how many people and jobs to plan for.

The current growth forecast departs from past practice in two ways:

- Taking advantage of an opportunity provided by the Oregon Legislature, the Metro Council decided to look farther into the future – 50 years – to support the designation of “rural reserves” for long-term protection of farms, forests and natural areas, as well as “urban reserves” to identify long-term opportunities for urban expansion (see pages 25-28).
- Acknowledging the uncertainties inherent in long-term forecasting, the Council requested a range of possible growth scenarios rather than a single estimated number of people and of jobs (“point forecast”). The range forecast allows the region to focus less on “chasing numbers” and more on how best to achieve our desired outcomes and create jobs and great communities.

In May, 2008, Metro published the “2005-2060 REGIONAL POPULATION AND EMPLOYMENT FORECAST.” The forecast predicts likely ranges in the numbers of people and jobs in the region to the year 2030 (to fulfill the state’s 20-year capacity requirement), and also to the year 2060 (to inform the designation of urban and rural reserves).

Depending upon the many factors that will influence our growth, the forecast tells us to expect the seven-county region¹ to have between 2.9 and 3.2 million residents and between 1.3 and 1.7 million jobs by 2030. For the longer term, we should expect between 3.6 and 4.4 million in population and between 1.6 and 2.4 million jobs by 2060.²

This recommendation focuses on the middle third of this range as our most likely future. This smaller range will sharpen our options and help the region understand the issues we face.

| | Low | Bottom third | Upper third | High |
|------------------------|-----------|--------------|-------------|-----------|
| 2030 population | 1,877,700 | 1,947,000 | 1,989,600 | 2,060,700 |
| 2060 population | 2,313,900 | 2,496,500 | 2,606,300 | 2,787,800 |
| 2030 households | 789,700 | 818,100 | 835,600 | 864,700 |
| 2060 households | 968,500 | 1,043,300 | 1,088,300 | 1,162,700 |
| 2030 jobs | 1,083,200 | 1,142,600 | 1,211,600 | 1,273,500 |
| 2060 jobs | 1,345,355 | 1,473,792 | 1,608,109 | 1,754,885 |

Forecast for Metro urban growth boundary

Metro’s forecasts begin with the federally-defined seven-county Portland-Beaverton-Vancouver Metropolitan Statistical Area. In order to estimate what share of this growth is expected to locate within the Metro urban growth boundary, a “capture rate” is applied based on historical and forecast growth trends.

¹The Portland-Beaverton-Vancouver Primary Metropolitan Statistical Area (PMSA) consists of Clackamas, Columbia, Multnomah, Washington and Yamhill counties in Oregon as well as Clark and Skamania counties in Washington.

²Historically, in-migration has accounted for two-thirds of the region’s population growth. In the year 2030 in-migration is expected to account for about half of population growth, with births making up the other half.

Capacity analysis – Where will they go?

Our next step was to determine whether our urban growth boundary has sufficient capacity to accommodate the ranges of population and employment projected in our forecast.

The draft *Urban Growth Report* (UGR) gives us a good idea where our existing policies and level of effort would take us during the next 20 years. The UGR finds that, at least “on paper” (in city and county plans and zoning ordinances), the region has the capacity to accommodate population and job growth within the projected ranges over that period.

However, the UGR also concludes that under current market conditions and the policies and financial structures that we have in place today, the region will not be able to actually realize that potential capacity and accommodate projected growth to the year 2030. We face a gap between the UGB’s theoretical capacity and the number of housing units and jobs we can reasonably project will actually be created by the private sector under current conditions.

More importantly, the UGR tells us we are falling short of our targets and aspirations for achieving some of the most fundamental objectives of the 2040 Growth Concept. Development in many of the areas we have targeted for more growth – our designated regional centers, town centers, station communities and main streets within the UGB – is lagging: while there has been some progress, there are not yet enough residents and workers to make these areas the centers of vibrant urban life envisioned in our plans and hoped for by our local partners.

State law says that if we cannot accommodate projected growth within the UGB, we need to add land to the boundary. But this does not solve our capacity problem. Areas added to the UGB since 1998 – Pleasant Valley, Damascus, North Bethany and others – are not urbanizing or attracting new homes and jobs because, among other reasons, we have not found a way to pay for the sewers, water systems, parks, streets and roads needed to make them work as urban places. We also have not yet found the right tools to provide full city governance to these new areas. The region would face the same costs and obstacles on any new land added to the UGB. Moreover, expanding the UGB involves other tradeoffs, including loss of productive farmland, diversion of limited public dollars from our existing communities, longer commutes, and increased carbon pollution.

Lagging development also impedes our efforts to provide transportation options to the region’s residents, including efforts to connect centers with high capacity transit; this requires more residents and workers plugging the farebox, and therefore higher densities in a given transportation corridor, to be cost-effective. Failing to provide travel choices leaves more people reliant on the most expensive – and most carbon-intensive – mode of surface transportation, the private automobile. Lack of alternatives to auto travel also fills our roads with cars that impede the movement of freight and reduces our economic competitiveness.

In short, our existing policies and levels of investment in our communities will not bring us the outcomes we desire.

CLOSING THE GAP RECOMMENDATIONS FOR MAKING THE GREATEST PLACE

But there is another message in the *Urban Growth Report*: we can close the gap between the current capacity of the UGB and our forecast growth by investing in our existing communities. That is, we can turn our potential capacity into real capacity by increasing the levels of our investments and taking complementary actions at the policy level. But we must invest at every level – city, county, regional, state, federal and private sector – and we must invest wisely to stimulate private investment.

This recommendation calls for strategic investments and policy actions by all level of government to use land inside the existing urban growth boundary as efficiently as possible to minimize expansion of the urban growth boundary, to make the most of our existing communities and to help make good jobs available to our citizens.

STRATEGY 1 | MAKE THE MOST OF WHAT WE HAVE

Invest to maintain and improve our existing communities

A strategy of investment is the essence of this recommendation. First and foremost, we must find new ways to invest in our future. Specifically:

By December, 2010, the region should adopt an integrated regional investment strategy focused on revitalizing our downtowns, main streets and employment areas consistent with the 2040 Growth Concept.

The region must maintain, replace, and in some cases expand, the public works – water, wastewater and storm water systems, and streets and roads – that are essential to support redevelopment in existing urban areas and new development in areas previously added to the UGB. We must also invest in the community assets essential to making our urban communities better places to live and work: parks, schools, natural areas and trails; town squares and gathering places; and bicycle facilities and sidewalks, for example.

By committing ourselves to maintain and improve these public works and community assets, we will attract complementary investments by the private sector to take advantage of the value added by public investments. By collaborating strategically with private investors and, when appropriate, entering into public-private partnerships, we can further ensure that we will invest the public's dollars in ways that provide the greatest overall benefit to our communities.

Moreover, the region should increase its investments in the reuse and revitalization of old buildings and vacant and underused lots in already developed areas. These investments will bring increased activity and private investment to those areas and support efforts to efficiently accommodate growth within the UGB.

Consideration of the natural environment, impacts on personal and public costs, individual and regional equity, and public health should be factored into all of our investment decisions.

The region should make transportation investments that increase safe, affordable and convenient travel options for everyone, help the region's businesses and traded sector industries remain competitive, and reinforce the region's desired outcomes.

The region has effectively used, and should continue to use, a range of approaches to achieve these outcomes. These approaches include repairing and maintaining our previous investments in transportation facilities and using both market-based and technological means of getting the most out of our existing system. We should also make strategic investments both in transportation facilities that improve freight mobility and in transit, biking and walking facilities to provide residents with more ways to get around.

Perhaps most critically as a stimulus for private investment, we must significantly expand the region's high-capacity transit system to give residents more options than the private auto to travel to work and other daily destinations, to free-up road capacity for movement of freight, to attract and support compact development and to reduce our carbon emissions.

There is not enough money to make all the investments we need. For decades, investments in public facilities have been declining in communities nationwide, and our region is no exception. Despite the current flow of federal "stimulus" dollars, the heyday of nearly limitless federal largesse is over, and state property tax restrictions have further depleted public coffers.

This recommendation, therefore, proposes that we focus public investments in those places around the region where the investments are most likely to help us achieve the outcomes we desire. Moreover, we must link the investments to our desired outcomes, and to one another, to maximize the value of each investment. Finally, we will need to identify the local and regional actions necessary to pursue new sources of funding if we are to maintain and improve our existing communities, accommodate growth efficiently and create favorable conditions for private investment and job creation.

Focus investments in centers, corridors and employment areas

First, we must concentrate investments within the 2040 Growth Concept's places of highest potential density and established infrastructure. These include centers across the region (areas designated as town centers, regional centers, central city and light rail station communities), important employment areas, and the principal highways and roads ("corridors") that connect centers with frequent bus service. Focusing investment in these places will yield the following benefits, each of which supports outcomes the region seeks to achieve:

Local aspirations – The region will invest in the very places cities and counties want to invest local funds to achieve their community aspirations. Regional investments will complement and enhance local investments, and vice versa.

Existing infrastructure – This focus will encourage growth in places where sewer, water, storm water facilities, parks and streets already exist, using these services more efficiently and bringing more ratepayers to share their costs.

Public transit – The region will be able to accommodate a larger share of forecast growth where we have already made major investments in public transit. Concentrating growth in centers and corridors will give more residents access to transit for commuting and other daily travels, thereby reducing their transportation costs and freeing up road capacity for freight movement. More transit rides means more fares paid and more cost-effective transit.

Walking and biking – Higher levels of housing and jobs in centers and corridors will also bring jobs and everyday needs – stores and professional and civic services, for example – within walking and biking distance of many more residents.

Energy and climate – Concentrating development in centers and corridors reduces and shortens our trips, thereby reducing energy consumption and the amount of carbon emissions produced by our travels.

Neighborhood stability – By absorbing most of the forecast growth in centers and corridors, we can protect our existing residential neighborhoods from the impact of this growth.

Regional equity – Because there are centers and corridors in every part of the region, this approach will distribute the benefits of community investments equitably across the region. For example, our Housing Needs Analysis shows a growing number of households in parts of the region spending more than they can afford on housing and transportation during the next 20 years. Investment in new high-capacity transit lines to centers and corridors with disproportionately large numbers of “cost-burdened” households can reduce transportation costs for those households and leave them more money to spend on housing and other essential needs.

Link investments

Second, we must link investments in the following ways:

- Link regional investments to local investments and actions to achieve both regional and local aspirations.
- Link investments to achieve multiple outcomes.
- Link investments to make each investment more effective.
- Link public investments to private investments.

The following examples from across the region teach us that linkages make investments greater than the sum of their parts. These successes are stimulating coordinated investments elsewhere.

Current and future successes

Portland's 1988 plan for the River District (north of downtown) called for 1,800 new dwelling units. Pursuant to the plan, the city and the region made a coordinated set of investments: replacement of the Lovejoy ramp from the Broadway Bridge; a streetcar line to downtown; upgrades to public works; a system of new parks connected to one another and eventually to a trail along the river; bike lanes and sidewalks; and other community assets.

As a result of these investments, private investment has increased dramatically, adding 7,600,000 square feet of new building space within three blocks of the streetcar line. By 2008, the district had added 8,000 dwelling units, several hundred of them “affordable” and rendered more so by access to transit, walking and biking facilities. When currently anticipated projects are completed, the district will have added a total of 10,000 dwelling units and 21,000 jobs. Outcomes: the city has built a vibrant, economically prosperous community, rated one of the most walkable in the country.

Tigard wants to revitalize its downtown – a designated town center under the 2040 Growth Concept, which calls for higher density housing and employment there. The city has adopted a vision plan that calls for 2,500 new housing units and 900,000 sq. ft. of new commercial floor space. The city has also established an urban renewal district and uses tax increment financing to upgrade public works. In partnership with Metro, Tigard is investing in parks and trails along Fanno Creek, using funds secured through the 2006 natural areas bond measure. As provided in the proposed High Capacity Transit System Plan, Metro will invest regional funds to extend light rail to Tigard's town center when conditions justify the investment. City investments make light rail more feasible financially, and the region's investment in light rail will encourage the new housing and job development the city desires.

Cornelius hopes to add jobs to offer more employment opportunities to its residents, who travel long distances to jobs in other cities, and to boost its tax revenues to pay for community assets that would add vitality to its center. The 2040 Growth Concept calls for greater employment and residential capacity along Cornelius' designated main street. The city has asked Metro to designate an area around its main street as a town center to stimulate greater investment. The proposed High Capacity Transit System Plan would provide regional funds to extend light rail from Hillsboro to Forest Grove, passing along Cornelius' main street, when conditions justify the investment. Redesignation of the city's main street as a town center under the 2040 Growth Concept would complement the city's strategy.

Many cities and counties in the region have developed action plans to bring life to their downtowns and other centers. Complementary regional and local investments and actions can shepherd these aspirations to reality. Metro has assembled an inventory of the aspirations of cities and counties for their centers, as well as investments that can help achieve these aspirations (see “Investing in Great Places Matrix” in Section 3 of this recommendation). These collective aspirations, and the investments and policy actions needed to realize them, are ambitious and will require sustained leadership and collaboration to implement.

The region should make use of the full range of existing regional and local investment tools and strategies, including the following:

Tax increment financing (TIF) in urban renewal districts has revitalized many lagging urban areas by raising funds to pay for upgrades to public works and community assets that, in turn, attract private investment that generates new tax revenues to pay for the upgrades. Nine cities and Clackamas County use TIF in urban renewal districts.

Local improvement districts have helped local governments pay for public works and community assets by assessing fees on properties in the districts that benefit from the services.

Economic and business improvement districts have stimulated private investment in industry and businesses in the region’s employment areas.

System development charges (SDCs) currently cover a portion of the costs of providing a limited list of public facilities to new development: transportation, water supply, sewer, storm water management, and parks. Revisiting local government capital improvement plans in light of the stated aspirations of local communities could result in SDCs that more accurately reflect the full anticipated costs of accommodating growth.

High-capacity public transit lines have drawn very significant private investment to the corridors along the lines. The region has endorsed an ambitious program of expanding the region’s high capacity transit system to connect regional centers and other centers along principal corridors in the High Capacity Transit System Plan. The plan’s “System Expansion Policy” sets targets for cities, counties, Metro and TriMet that signal financial and community readiness for new lines.

Transit-oriented development investments by the region have demonstrated that mixed-use, higher density development can succeed in places the private sector has been reluctant to invest. In Gresham, Portland, Milwaukie and other places, transit-oriented development supported by the region’s flexible transportation funds is helping to revitalize communities and leading the way for private investment.

Transportation network improvements are under-appreciated investments that close gaps in street, bicycle and pedestrian (sidewalks and trail) networks. Adding these missing links increases mobility and accessibility in our centers and corridors throughout the region, while improvements to the network of freight routes are essential to regional prosperity, especially traded-sector industries that rely on the movement of freight. These connections help the region achieve its desired outcomes for transportation choice, vibrant communities, healthy ecosystems, and reducing carbon emissions.

Natural areas land acquisitions are preserving thousands of acres of critical habitat and other special places across the region. Investments in protecting natural areas provide refuge and recreation to current and future residents of our urban region, enhancing our sense of place; there is a direct link among these investments and increased property values. These areas also support the healthy function of rivers and streams, filter our water, provide connectivity for wildlife, improve our air quality, and sequester carbon.

Parks and Nature in Neighborhoods grants restore and enhance these local and regional assets. These grants support the nature close to home that makes our centers and corridors more livable and connects them to the rest of the region.

Metro and its local government partners should develop an action plan for making the regional and local investments needed to implement Strategy 1, and for linking the investments with the tools described in Strategy 2.

New funding

The region currently lacks the resources to repair and maintain our existing public facilities, let alone build the new sewers, water systems, roads, parks and schools our communities will need to accommodate population and employment growth. The governments of the region must commit to seeking new sources of funding for needed investments in public works and community assets, including local and regional dollars to match federal funds for transportation improvements. This action plan will become the basis for realizing our aspirations and enabling us to protect our urban growth boundary by accommodating growth in our existing communities.

An integrated regional investment strategy would include two major elements:

Transportation investment Implement the transportation investment strategy identified in the Regional Transportation Plan (RTP).

The RTP identifies existing revenues as well as aspirational revenue targets to fund a prioritized list of planned transportation projects. Local and regional follow-up actions are required to enact new revenue sources. The region's transportation leaders should create a "road map" identifying the local and regional action steps to generate the levels of revenue envisioned in the RTP.

Other community investments Develop a regional action plan to make focused investments in the region's downtowns, main streets and employment areas.

To maintain our existing infrastructure and community assets, and to meet the region's collective aspirations for population and employment growth, regional leaders should develop a strategy for closing the finance gap between our aspirations for development and our current means. This strategy should:

- Refine the investment needs identified in the "Regional Infrastructure Analysis" and "Investing in Great Places Matrix" to begin serving as a "project list" for targeting regional and local resources.
- Identify and recommend local and regional revenue actions to increase the resources available to make the public investments required to implement Strategy 1.

STRATEGY 2 | PROTECT OUR URBAN GROWTH BOUNDARY

To the maximum extent possible, ensure that growth is accommodated within the existing UGB.

Residents of this special place understand the relationship between our management of urban growth and the quality of life we enjoy. Metro and its local government partners should employ available policy tools to use land within our existing urban growth boundary more efficiently and avoid adding land to the boundary whenever possible to achieve the outcomes desired by the people of the region. Specifically:

We should manage the urban growth boundary to protect farm and forest land, support a strong economy, and maintain and create great communities.

A complement to the strategy of investment in centers, corridors and employment areas is a policy of maintaining a “tight” urban growth boundary. Expanding the UGB means extension of expensive streets and roads, as well as public water, wastewater and storm water systems, to new areas. Extension of services to new UGB expansion areas diverts limited public dollars from our existing centers and corridors, working against our investment strategy. A tight UGB supports the creation of great communities by sending a signal to the private sector that investments in our downtowns and main streets are investments that will hold their value.

To be clear, this recommendation does not represent a firm resolution against any expansion of the UGB. The *Urban Growth Report* tells us we have a capacity gap; state law tells us we must close the gap. Certainly, we should close as much of the gap as possible by increasing our investments from all levels of government in centers, corridors and employment areas. But if we cannot fully accommodate projected growth through our strategy of investment and the other tools recommended here, we will have to expand the UGB. If we must expand the UGB, we should add land only from our designated urban reserves, and only land that can help us achieve our desired outcomes for our centers, corridors, and employment areas.

The greatest uncertainty facing the region is predicting our industrial capacity needs during the next 20 years. A look back demonstrates how rapidly needs for industrial capacity have changed, how difficult those needs are to predict, and how vulnerable the region is to national and international trends, such as global warming and economic globalization.

In the face of this uncertainty and mindful of our firm desire for a prosperous regional economy, a committee of regional leaders is forming to identify approaches that will allow us to take advantage of real opportunities to attract traded-sector, family-wage jobs in a way that is consistent with the region’s overall vision. Options under consideration include:

- Pursuing land assembly and brownfield redevelopment in existing industrial areas;
- Targeting infrastructure investments to make land inside the UGB shovel-ready, and identifying approaches to protect the public’s investment;
- Bringing large parcels into the boundary under conditions that severely restrict conversion to non-industrial use; and
- Designating key parcels as urban reserves and creating a fast-track process to bring them into the boundary when needed.

We must recognize there is a risk associated with maintaining a tight urban growth boundary (little or no expansion). If we hold the UGB and fail to use land inside the boundary more efficiently, some of the households that would otherwise be expected to locate within our region will instead spill over to our neighbors: Vancouver, Sandy, Canby, Newberg, North Plains, Banks, and Scappoose. This spillover could be costly: it may use up more farmland if our neighbors do not use land as efficiently as we do; it may outstrip public services in those cities; and it would likely create many new trips between our neighbor cities and the Portland area, which would require expensive new highway capacity and increase carbon emissions. Just as holding the boundary tight is a complement to the investment strategy, so the investment strategy and the zoning tools and financial incentives discussed below are essential complements to the UGB strategy. These tools will help us use more of the zoned capacity we have inside the UGB to make room for people who would like to live in our communities.

We should use urban and rural reserves to achieve the region’s long-term goals.

Urban reserves

In 2007 Metro and the local governments of the region concluded that the best way to ensure that land we add to the UGB over time produces great communities is to plan ahead for a longer time horizon than the 20-year UGB planning period. A broad coalition of partners from government, business, agriculture and the environmental community worked together to pass legislation allowing the region to establish urban and rural reserves directing where the region will and will not grow during the next 40 to 50 years. Since then, members of that coalition, led by Metro and Clackamas, Multnomah and Washington Counties, have been working to identify the best areas in which to establish these reserves. We are on track to designate them in 2010 as part of our *Making the Greatest Place* initiative.

Designation of urban reserves constitutes a key strategy in achieving the region’s desired outcomes. Because land in urban reserves receives the first priority under state law for addition to the UGB, we will be able to select land from urban reserves when needed, with greater certainty that the expansion will survive a legal challenge. This increased predictability sends clearer signals to investors from all sectors, private and public, about where the region will expand. In addition, it means the region will be better prepared to add land to the UGB quickly if the opportunity should arise to recruit a targeted new industry that cannot be accommodated inside the existing UGB.

The four governments who have authority under state law to jointly designate urban and rural reserves (Metro and the three counties) have completed their assessments of the suitability of land outside the UGB for urban reserves and are currently working to prioritize among suitable land to prepare for designation of reserves in 2010. When the time comes to designate urban reserves, it is expected that the partners will use the same caution we would exercise when adding land to the UGB.

Forecast for Metro urban growth boundary

| | Low | Bottom third | Upper third | High |
|------------------------|-----------|--------------|-------------|-----------|
| 2060 population | 2,313,900 | 2,496,500 | 2,606,300 | 2,787,800 |
| 2060 households | 968,500 | 1,043,300 | 1,088,300 | 1,162,700 |
| 2060 jobs | 1,345,355 | 1,473,792 | 1,608,109 | 1,754,885 |

The following recommendations are made with great respect for the work that has already been done by the many public officials and other parties who have been working for over a year to designate reserves, and with the expectation that many, if not most, of these comments are generally consistent with the direction of that process:

- Acknowledging the uncertainties we face predicting the long-term future, the reserves partner governments should designate an amount of urban reserves sufficient to accommodate growth in the middle third of the population and employment forecast ranges.
- Our long-term success in focusing growth in our centers and corridors inside the UGB will reduce the amount of urban reserves we need and use over time.
- We ought to anticipate that communities of the future will develop in patterns that use less land and emit less carbon than communities of the past. Communities that are ultimately built in reserves added to the UGB should provide a more complete array of services near where people live and make it easier for people to choose walking, transit and biking for everyday travel.
- The location of designated urban reserves should complement and reinforce our strategy to focus investment in existing centers, corridors and employment areas.
- We should ensure that the designated urban reserves contain land suitable for industrial use adjacent to or near the existing UGB.
- Our designation of urban reserves should minimize loss of our best farmland, our source of food and many other products that make agriculture one of our steadiest and most important industries.
- When designating urban reserves, we should leave space – including rural reserves when appropriate – between them and our neighbor cities so those cities can retain their identities and achieve their own aspirations.

If the reserves partner governments make the assumptions and apply the recommendations above, the region will be able to accommodate our longer-term residential and employment growth with urban reserves in the range of 15,700 to 29,100 acres. Selecting from the areas described in the Reserve Area Assessments and Recommendations contained in Exhibit 3E-A of this report should enable the designated reserves to fall within that range. These areas include the lands deemed most suitable for future urbanization as great communities by advisory committees in the three counties.

Selection from among lands in these areas will ensure a long-term supply of land for future industries and jobs without undermining the critical farm and forest industries outside the UGB. Selection from these lands will also reinforce our strategies to create great communities inside the UGB.

Finally, Metro and the counties should require that “concept plans” be completed before we add urban reserve land to the UGB. These plans should firmly guide critical decisions about eventual urbanization of this land so it yields the communities that achieve the region’s long-term goals. Concept plans should include:

- The location of centers, employment areas, major transportation routes, and public facilities, and how these elements will link to communities and roads, sewers, water systems, trails, parks and open spaces already inside the UGB.
- Formal agreements among responsible local governments that determine which cities will govern the land and who will provide urban services once it is brought inside the boundary.
- A plan to finance public works (e.g., sewer, water, and roads) and essential services (e.g., schools, parks, sidewalks and trails).

Completing this planning before adding land to the UGB, rather than after, will ensure that future expansion areas can quickly and efficiently develop into great communities that achieve the region’s desired outcomes.

Rural reserves

Rural reserves are the companion to urban reserves. Designation of urban reserves signals where the region will expand the UGB when necessary. Designation of rural reserves identifies areas where the region will not expand.

The reserves partners have been working for many months to identify the agricultural lands, forests and natural landscape features that should not be added to the UGB at any time during the next 40 to 50 years. Rural reserves will provide the same certainty and security to farmers and foresters that urban reserves provide for investors in urban development: working farms and forests can invest in their operations with confidence that the metropolitan region will not add their farms or woodlots to the UGB for decades. This security for the farm and forest industries – the oldest industries in the region and major employers in our urban communities (in processing, for example) – will help the region achieve the economic competitiveness and prosperity that constitutes one of our key desired outcomes. When the time comes to designate rural reserves, the region should exercise the same caution we would use when designating urban reserves:

- The reserves partner governments should designate the region’s most important and threatened farmland as rural reserves to help maintain the critical land base needed to support the agricultural industry, from growers to processors to distributors.
- Because of growing concern for a local supply of safe and healthy food, the reserves partner governments should keep in mind for designation of rural reserves those areas near the UGB with farms that market fresh local food to urban dwellers through the growing network of farmers’ markets, co-ops, restaurants and grocery stores.
- The reserves partner governments should designate as rural reserves those important natural landscape features that help define our place, are worthy of protection in their own right, and provide “hard edges” to limit long-term urban expansion.
- The reserves partner governments should use rural reserves to protect our sense of place by ensuring some rural separation remains between our metropolitan region and our neighboring cities.
- The same uncertainties that should cause us to limit the amount of urban reserves we designate should also cause us to leave some land near the urban reserves undesignated as rural reserves.

Designation of rural reserves is evidence of a strong regional commitment to protect these lands from urbanization over the long term. The four partner governments should make good on this commitment to working farm and forest families by pursuing additional actions to keep the farms and woodlots in the reserves available for food and fiber production. For example, voluntary “transferable development credits” programs would reduce the number of new non-resource dwellings in these areas by paying farm and forest landowners for their development rights and selling the rights to developers in centers and corridors within the urban growth boundary.

We should prepare for and support private investment in efficient development through greater use of existing zoning strategies, financial incentives, and other tools.

Zoning tools

The “seeds” of investment will grow best if they germinate on fertile ground. There is much fertile ground in the region as the result of thoughtful planning and zoning by cities and counties to put the 2040 Growth Concept into place. But not all centers, corridors and employment areas are ready for investment. To help make these places ready, the region should work in partnership with cities and counties to link regional investments with local “readiness” actions, including the following:

- Change zoning regulations in centers and corridors to allow use of substandard lots, a broader mix of uses, less parking and higher densities.
- Re-examine current zoning limitations on those corridors identified for future high capacity transit investments in the High Capacity Transit System Plan and make changes to achieve levels of housing and employment capacity needed to support and justify the projects.
- Change zoning regulations in industrial areas to protect these prosperity assets from encroachment by non-industrial uses.

Local governments are already making changes to their zoning codes to achieve higher levels of urban activity in their centers and corridors and to put more of residents’ daily needs within walking distance of their homes. These actions will bring more residents and workers to regional and town centers to share the costs of operating and maintaining services and community assets, such as transit and parks. More residents and workers will also support the restaurants, bakeries, coffee shops and other businesses that make our centers lively and prosperous. This recommendation urges cities and counties to take the additional actions that will stimulate the private sector to invest in ways that realize the potential capacity of our centers to accommodate future job and population growth.

Financial tools

Financial incentives encourage private investment in downtowns, main streets and employment areas. Cities across the region use these tools to stimulate housing and employment in key locations, but they are not being used to their fullest potential. Accordingly, local governments across the region should increase the use of these existing tools to prepare for and support investment in efficient development. Examples show the variety of incentive programs available to local governments:

- Gresham and Milwaukie have used the state’s Vertical Housing Tax Credit in their downtowns to incentivize private investment in high-density, mixed-use projects by reducing developers’ up-front costs through temporary tax relief. Wood Village is applying to the state to establish such a program.
- Portland and Gresham have employed the multiple unit housing tax exemption to encourage private investment in transit-supportive, multi-family housing in their light rail station communities.
- Clackamas County, Beaverton, Sherwood, Milwaukie and Portland are a few of the local jurisdictions who have taken advantage of the U.S. Environmental Protection Agency’s Brownfields Assessment and Cleanup funds to clean up “orphan” sites and get them back on the market for private employment and housing projects. Metro uses brownfields funds to assess potential contamination at sites across the region and provide information and other resources to assist local cleanup of the sites.
- System development charges (SDCs) are a principal source of funding for water, sewer and storm water systems, streets and roads, and parks. Oregon City and Gresham have adopted Impact-Based SDCs that vary the charges to more equitably reflect the lower costs associated with development in their downtowns as compared to less urbanized areas and to provide an incentive to develop there.
- Property Tax Abatement programs can entice industries to targeted employment areas. Forest Grove uses tax abatement (three and five-year exemptions) to attract new industries to its Enterprise Zone.
- Main Street programs make funds available for “sprucing up” main streets – adding street trees and benches, pedestrian improvements and new building facades, for example – to attract people and businesses.
- Excise Tax Planning Grants, new in 2009, will help local governments develop action plans for revitalization of their centers.

These financial incentives can stimulate the private market to use land in centers, corridors and employment areas more efficiently, particularly if the incentives are used in concert with investments and other tools. Today, these programs are underutilized. Cities and counties across the region should make more aggressive use of these tools to achieve their aspirations for their centers, corridors, and employment areas while helping the region to close its “capacity gap” and to protect farm and forest land from development.

Efficiency tools

There are many other actions Metro and other local governments can take to encourage efficient use of land and transportation systems. The region should make widespread use of the following tools and strategies:

Land assembly, used by Hillsboro in its remarkably successful strategy to attract high-tech development (a former large proposed residential development today is the site of Intel’s Ronler Acres facilities), can provide larger properties that are more attractive to the industries that need large sites.

Transportation system and demand management conserves the capacity of our existing transportation system and yields benefits analogous to energy conservation: by getting more performance out of the same investments, it is often less expensive than creating new capacity by, for example, building a new freeway interchange.

- Gresham installed an “adaptive traffic signal timing system” that reduced travel time by ten percent and saved 74,000 gallons of fuel in a year.
- Portland used an “individualized marketing program” to inform residents along the new MAX Yellow Line about alternatives to drive-alone trips. Auto trips have declined nine percent and transit ridership has increased 24 percent among residents who participated in the program.

Programs such as these increase system efficiency, reduce demand, conserve energy, and reduce carbon emissions. This recommendation proposes a comprehensive program of system and demand management – from incident response to congestion pricing – in the Transportation System Management and Operations Action Plan, part of the Regional Transportation Plan.

Parking management has proven successful in reducing congestion in portions of centers with dense concentrations of retail, professional and civic services. Communities should employ a range of parking management techniques – shared parking, lower minimum and maximum parking standards, structured parking and metered parking – in the Regional Transportation Functional Plan and the investment strategy.

Service agreements can reduce the time and cost of providing urban services to developing areas. For example, the cities of Happy Valley and Damascus signed an agreement to determine which city would annex unincorporated territory between them to avoid time-consuming and expensive case-by-case disputes. To achieve similar benefits, areas designated urban reserves should be covered by service agreements as a pre-requisite to their addition to the UGB. This recommendation also proposes amendments to Metro’s boundary change code to ensure that new cities are capable of providing a level of urban services that enables them to be great communities.

These tools, particularly if integrated into an overall strategy of investments and incentives, can facilitate, encourage and support development in centers, corridors and employment areas that will help the region achieve multiple desired outcomes.

STRATEGY 3: WALK OUR TALK

Be accountable for our actions and responsible with the public’s money

Both our experience and extensive modeling give us confidence that investing in the downtowns and main streets of our existing communities, maintaining a relatively tight UGB, and using the various policy and financial tools described above will help us achieve the outcomes we desire and close the capacity gap identified in the *Urban Growth Report*. But empirical evidence will be needed to tell us whether the strategies are succeeding and to inform future decisions as the region moves forward.

For that reason, it is critical that we establish a system to measure our progress toward achieving our desired outcomes and respond to the results.

Accordingly, the region should:

Develop and adopt a set of performance targets specifically based on the region’s desired outcomes. For example, one of the region’s desired outcomes is leadership in minimizing contributions to global warming. A performance indicator associated with this outcome is reduction of carbon emissions. The logical target might be the reduction levels adopted by the Oregon Legislature in 2007.

Measure performance on a periodic basis and report the results to the region. Evaluation against the performance indicators agreed to by regional partners could be conducted by an objective third party.

Adapt our policies and investment strategies based on what we learn.

Be accountable to each other and the people of the region for achieving the outcomes we have agreed to pursue.

Ensure that public investments are consistent with the public’s values and priorities.

PUTTING THE STRATEGIES IN PLACE

| DECISION | WHEN | WHO |
|---|---------------|--|
| <p>Regional Transportation Plan – accepts policies, projects and funding strategy as the long-range blueprint for the region’s transportation system</p> <ul style="list-style-type: none"> • Revise the 2004 Regional Transportation Plan (RTP) • Adopt new and revised components: the Transportation System Management and Operations Plan, the Regional Freight Plan, and the High Capacity Transit System Plan • Adopt new transportation policies • Adopt a list of transportation projects the region expects to undertake during the planning period • Revise the Regional Transportation Functional Plan to prescribe how cities and counties help implement the new RTP | December 2009 | Joint Policy Advisory Committee on Transportation and Metro Policy Advisory Committee make recommendations to Metro Council; Metro Council votes |
| <p>Urban Growth Report – estimated capacity of the metro region to accommodate population and job growth over the next 20 years</p> | December 2009 | Metro Policy Advisory Committee makes recommendation to Metro Council; Metro Council votes |
| <p>20-year capacity ordinance – describes how the region will accommodate the next 20 years of population and employment growth</p> | December 2010 | Metro Policy Advisory Committee makes recommendations to Metro Council; Metro Council decision |
| <p>Urban reserves – land outside the urban growth boundary identified for potential future urban development</p> | December 2009 | Metro Council and three counties identify potential urban reserves through intergovernmental agreements |
| <p>Rural reserves – land outside the urban growth boundary identified for continued use as farmland or natural area</p> | December 2009 | Clackamas, Multnomah and Washington counties identify potential rural reserves through intergovernmental agreements with Metro |
| <p>Urban reserves designated</p> | Spring 2010 | Metro Council designates urban reserves by amending framework and functional plans |
| <p>Rural reserves designated</p> | Spring 2010 | Clackamas, Multnomah and Washington counties designate rural reserves by amending comprehensive land use plans |
| <p>Regional Transportation Plan – final adoption, which initiates local plan updates</p> | Summer 2010 | Joint Policy Advisory Committee on Transportation and Metro Policy Advisory Committee make recommendations to Metro Council; Metro Council votes |

NEXT STEPS

This recommendation kicks off the decision-making phase of *Making the Greatest Place*. It is intended to stimulate public discussion of possible courses of action to improve our communities.

Concerted action by Metro and the other local governments of the region can put us on track to build great communities, limit expansion of the UGB, support a strong economy, and achieve important outcomes on behalf of the people of the region. Action by cities and counties to encourage higher levels of development in their centers, corridors and employment areas can help local communities to achieve their own aspirations to become more livable, lively and prosperous, and can also help the region to accommodate growth efficiently.

This recommendation, then, is a call to action. Action comes next.

For Metro's part, the Council will "accept" the *2005-2060 Regional Population and Employment Forecast*, the *Urban Growth Report* and performance indicators to evaluate possible courses of action by resolution in December of this year. Immediately thereafter, Metro will work with its partner local governments and many others to improve each of the draft elements of the three ordinances. Then the Council will take its actions to adopt the ordinances in 2010.

To download the complete report, find out about open houses and public hearings, or to provide comments, visit www.oregonmetro.gov/greatestplace



Metro | *People places. Open spaces.*

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

Metro representatives

Metro Council President – David Bragdon

Metro Councilors

Rod Park, District 1

Carlotta Collette, District 2

Carl Hosticka, District 3

Kathryn Harrington, District 4

Rex Burkholder, District 5

Robert Liberty, District 6

Auditor – Suzanne Flynn

[www.oregon**metro.gov**](http://www.oregonmetro.gov)

Metro

600 NE Grand Ave.
Portland, OR 97232-2736

503-797-1700

Help make our region the greatest place

Public comment period, noon Sept. 15 to 5 p.m. Oct. 15, 2009

Metro Council seeks public comment on an integrated set of recommendations to sustain economic competitiveness, protect farms and natural areas, and enhance the quality of life in our communities. Read the Metro Chief Operating Officer's recommendation at www.oregonmetro.gov/greatestplace and tell us what you think.

Transportation priorities for the next 25 years

Comment opportunity on policies, projects and funding strategies within the long-range blueprint for our transportation system, the 2035 Regional Transportation Plan. Approval of the final, complete 2035 RTP expected in June 2010.

Criteria for selecting urban and rural reserves outside the Urban Growth Boundary

Early chance to weigh in on general criteria for selecting reserves for the next 50 years. Formal comment period expected to start in late October and the final decision in 2010.

Regional employment and population forecast for the next 20 and 50 years

Final comment opportunity on the Urban Growth Report which contains population and employment forecasts that affect urban growth boundary decisions made in the next two years.

Open houses and public hearings

Monday, Sept. 21

Hillsboro Civic Center, room 113 A and B

Open house 2 to 4 p.m.

Spanish interpreter

Tuesday, Sept. 22

Multnomah County Library,

North Portland branch

Open house 5 to 7:45 p.m.

Spanish interpreter

Thursday, Sept. 24

Beaverton City Hall

Open house 4 p.m.; hearing 5:15 p.m.

Thursday, Oct. 1

Gresham Conference Center,

Oregon Trail room

Open house 4 p.m.; hearing 5:15 p.m.

Thursday, Oct. 8

Happy Valley City Hall

Open house 4 p.m.; hearing 5:15 p.m.

Tuesday, Oct. 13

Clackamas County Public Service Bldg.

Open house 4 p.m.; hearing 5:15 p.m.

Thursday, Oct. 15

Metro Regional Center, council chamber

Open house 4 p.m.; hearing 5:15 p.m.

Oral testimony limited to two minutes. Come prepared to submit your remarks in writing.

Other ways to comment

E-mail: greatestplace@oregonmetro.gov

Mail: Greatest Place Comments,
Planning and Development,
600 NE Grand Ave.,
Portland, OR 97232

Web: www.oregonmetro.gov/greatestplace

Call: 503-797-1735

All Metro meetings are wheelchair accessible. Listening devices for people with a hearing impairment are available in the council chamber upon request. Interpreters for people with limited English or a hearing impairment are available with 48 hours advance notice. Call 503-797-1551 or TDD 503-797-1804 to request these services. For transit service and schedules, go to www.trimet.org.



Metro | www.oregonmetro.gov



Date: September 25, 2009
To: Transportation Policy Alternatives Committee (TPAC)
From: Deborah Redman, Principal Transportation Planner
Subject: Draft Corridor Refinement Plan Prioritization Criteria

PURPOSE

The public review draft 2035 Regional Transportation Plan (RTP) recommends five mobility corridors needing corridor refinement planning (CRP). Refinement plans generally involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Metro or ODOT will initiate and lead necessary refinement planning in coordination with other affected local, regional and state agencies.

In order to move forward, agreement is needed on screening criteria that can be used to compare and prioritize the relative urgency of planning for future transportation improvements across the region's mobility corridors. The purpose of this discussion is to review and refine the draft CRP prioritization criteria, for use in a process to prioritize the proposed CRPs, by the end of 2009.

The holistic (multimodal and land use) planning evaluation that will be accomplished through the CRP(s) that are ultimately conducted will examine performance, costs and benefits of identified land use and transportation solutions that will in turn help refine, package and prioritize locally supported projects and other strategies to address corridor issues.

OUTCOME

Refinement of the proposed prioritization criteria. TPAC's recommendation will be forwarded to the Joint Policy Advisory Committee on Transportation (JPACT) for consideration.

MOBILITY CORRIDORS RECOMMENDED FOR FUTURE CORRIDOR REFINEMENT PLANS

The 2035 RTP introduced the concept of regional mobility corridors, expanding the region's focus on mobility from individual facilities to the network of facilities and the adjacent land uses they serve. The concept focuses on the region's network of freeways and highways and including parallel networks of arterial streets, regional bicycle parkways, high capacity transit, and frequent bus service. The function of this network of integrated transportation corridors is metropolitan mobility – moving people and goods between different parts of the region and, in some corridors, connecting the region with the rest of the state and beyond.

As stated in Chapter 5 (p. 8) of the public review draft of the 2035 Regional Transportation Plan:

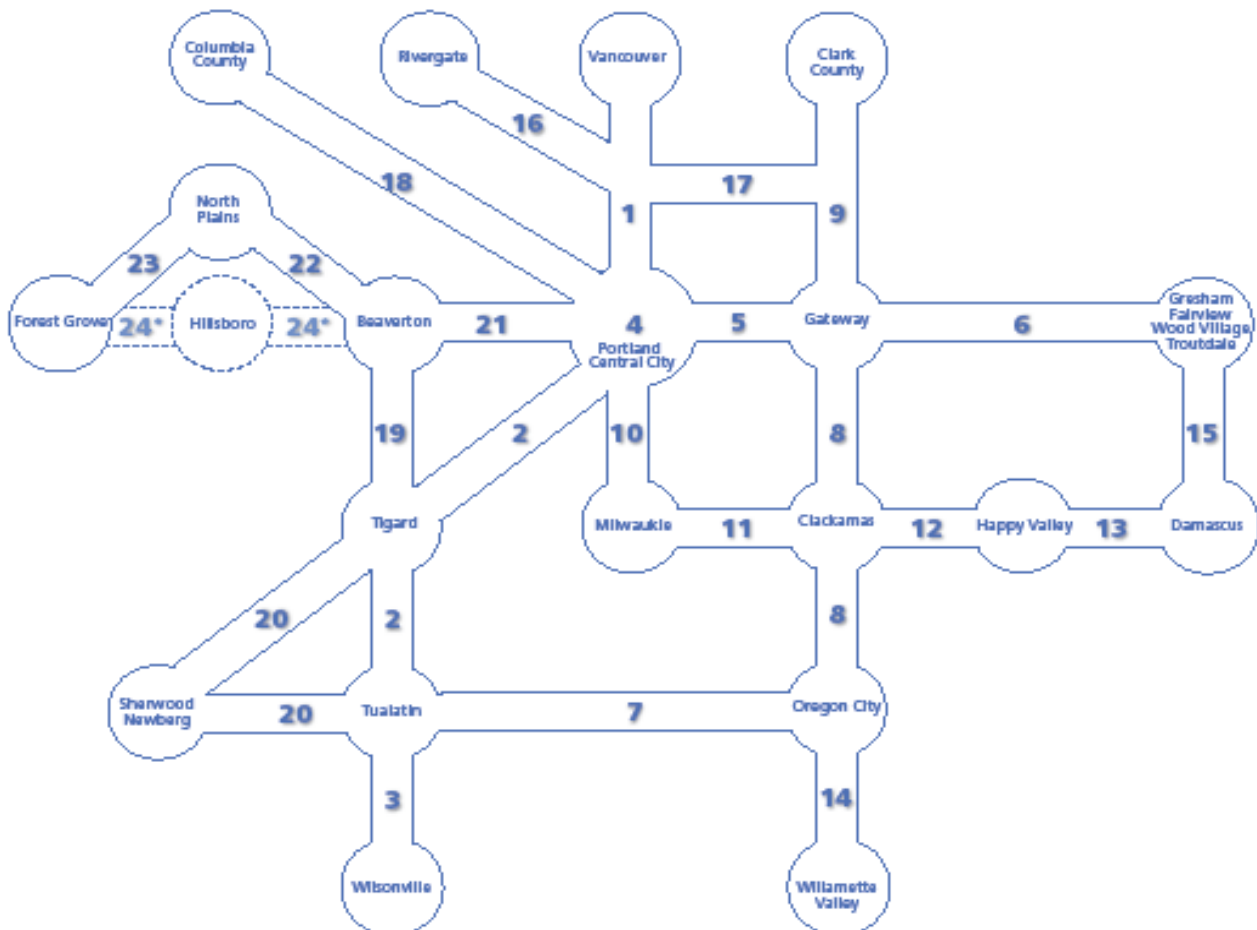
The main objective of the RTP mobility corridor work program was to gather information to help define the need, mode, function, and general location of facilities within each mobility corridor consistent with the TPR. The needs assessment was developed based on RTP policies and used to guide the identification of projects and programs during RTP system development phase. Under the mobility corridor concept framework, when this determination cannot be made, the

mobility corridor needs a refinement plan. Corridor refinement plans are intended to be multimodal evaluations of possible transportation solutions, including land use solutions. Using the results of the mobility corridor work program, the RTP has identified a list of mobility corridors that do not meet the outcomes performance standards of the RTP and do not fully answer questions of mode, function and general location. These corridors need refinement planning and are listed below:

Mobility Corridors Recommended for Future Corridor Refinement Plans

- Mobility Corridors #2 & #3 - Portland Central City to Wilsonville, which includes I-5 South
- Mobility Corridor #4 - Portland Central City Loop, which includes I-5/I-405 Loop
- Mobility Corridors #7, #8 & #9 - Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205
- Mobility Corridor #15 - Gresham/Fairview/Wood Village/Troutdale to Damascus
- Mobility Corridor #24 - Beaverton to Forest Grove, which includes Tualatin Valley Highway

Mobility Corridors in the Portland Metropolitan Region



DRAFT PROPOSED CRP PRIORITIZATION CRITERIA

The following screening-level prioritization criteria reflect an emerging transactional approach to planning and implementing projects within the Metro region, wherein regional actions and local actions are coordinated and leverage one another. The criteria will be applied at a sketch-planning level of detail, using available data or, if possible, outputs from the RTP modeling now underway. This approach to CRP selection adapts elements of the successful High Capacity Transit (HCT) System Plan evaluation criteria for use in this broader, multimodal context. Note that when a potential CRP study area includes an HCT element, the transit portion of that screening will default to the approved HCT System Expansion Plan Framework. (Other transit options such as local service, elderly and disabled service, etc. will be examined as part of any CRP.)

Local Commitment and Support

- Agreement among local jurisdictions on general nature of the problem, need to proceed, and desired outcomes
- Community support for concept-level solutions under consideration
- Congruence with locally adopted land use and transportation plans

Congruence with Regional Plans and Policies, including

- Modal plan priorities (HCT, Regional Freight Plan, Transportation System Management and Operations Plan)
- 2040 Urban and Rural Reserves policy
- Local Aspirations/Regional Investments (Section 3D)

Corridor Features and Performance

- Obvious and pressing lack of “completeness” affecting system performance within the corridor
- Mobility and access needs, by mode (passenger vehicle, bus, freight, non-motorized)

Environment

- Need to address environmental problems
 - Severity and/or number of environmental problems
 - Number or sensitivity of affected communities, individual receptors or habitats
- Potential for environmental impact from probable solutions (possibly too detailed for a screening criterion)

Equity

- Promotes fairness among transportation users (balances burdens and benefits; provides needed mobility choices and critical access)
- Addresses environmental justice issues

Economy

- Potential to serve land use vision of planned capacity (e.g., brownfields, infill and centers development)
- Conceptual estimates of return on corridor investment
- Regional economic impact and opportunity costs of doing nothing
- Funding potential (including immediate or near-term availability of implementation funds)



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Transportation Building
355 Capitol Street NE
Salem, Oregon 97301

August 28, 2009

File Code:

Re: Local Agency ARRA Projects
Obligation of Federal Funds & Contingency Plans

Now that project selection and funding allocation have been completed, the next major milestone in the delivery of the ARRA funded projects will be the obligation of federal funds.

It is imperative that all Federal ARRA funds allocated to Oregon be obligated by March 1, 2010 so that Oregon qualifies for additional possible ARRA funding. To ensure that all the ARRA funds allocated to local agencies are obligated, each local agency must have a contingency plan in place to address the issue of spending all of their available ARRA funds. This is important because recent bids for construction projects have been coming in below the engineer's estimate.

Please work with your Local Agency Liaison to develop this needed contingency plan. If you do not have a contingency plan and your project bid comes in low, your unused ARRA funds may be withdrawn for use on other projects. The Oregon Local Program Committee will determine how unused ARRA funds will be applied.

Contingency plans could be a simple form with a check list or a prioritized list of options, such as:

We intend to:

1. Develop our project so that it exceeds available ARRA funding and cover the project cost, over available ARRA funding, with local funds. In the event the project comes in lower than expected, we plan to reduce the local funding amount before contract award.
2. Add an additional project which can meet the December 31, 2009 PS&E milestone. The project can be for the PE and/or R/W phases only with construction planned in the future using non-ARRA funds.
3. Negotiate an exchange of ARRA funds with another agency for non-ARRA funds.

Important: The use of Contract Change Orders (CCO) for the sole purpose of spending additional ARRA funding is no longer allowed by FHWA. CCO must be limited to those items of work that are critical to complete a project. Please coordinate with your Local Agency Liaison for guidance regarding the use of CCO. This coordination is vital because ODOT is responsible to approve all CCO for federally funded local agency projects.



August 28, 2009

Page 2

The Local Government Section, at the request of the Oregon Local Program Committee, shall use the following process/timeline for the reallocation of uncommitted or unspent local agency ARRA funds:

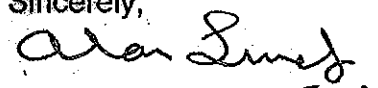
- September – Analyze existing projects and by September 15, 2009 send warning letters to local agencies whose projects will not meet the PS&E deadline of December 31, 2009. Local agencies will be given two weeks to identify a cure and get their project back on schedule to meet the PS&E milestone. Local agencies must submit a revised schedule to the ODOT Local Agency Liaison or Local Government Section by October 1, 2009. Additional projects to spend ARRA funds may be proposed by the local agency. These projects must meet the December 31, 2009 PS&E milestone.
- October – Analyze projects and send appropriate warning letters to local agencies as needed.
- November – ODOT will send letters to local agencies rescinding allocation of ARRA funds for projects which can not meet the December 31, 2009 PS&E milestone. Funds will be reallocated as noted below.
- December – PS&E Milestone, December 31, 2009.

The Local Government Section, as requested by the Oregon Local Program Committee, will use the following priorities in reallocation of ARRA funds. In all cases, the primary factor will be readiness to obligate funds before March 1, 2010. ARRA funds will be reallocated as follows:

1. To another local agency project within the same agency.
2. To another local agency project within the same ODOT region (or the same MPO if applicable).
3. To an existing ARRA or STIP project statewide that needs additional funds.
4. To an ODOT project.

Please send a copy of your contingency plan and/or additional projects to your Local Agency Liaison no later than September 15, 2009.

Sincerely,


Martin E. Andersen *FOR*
Local Government Section

c: Local Agency Liaison

Materials following this page were distributed at the meeting.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVAL OF THE) RESOLUTION NO. 09-XXXX
SUNRISE PROJECT PREFERRED)
ALTERNATIVE –) Introduced by _____
I-205 TO ROCK CREEK JUNCTION

WHEREAS, the Sunrise Corridor between I-205 and US 26 is a key component of an integrated transportation system that includes short-term and long-term improvements as well as long-range planning to meet projected growth and travel demand in Clackamas County, and;

WHEREAS, the Sunrise Corridor has been recognized for twenty years as an essential transportation connection between the Portland Metropolitan Region and destinations in central and eastern Oregon, and;

WHEREAS, the Sunrise Corridor was designated a “Project of Statewide Significance” by the Oregon Transportation Commission in 2002, recognizing that this project is needed to promote livability, improve freight flow, promote economic development, decrease congestion, and serve areas of expansion and growth, and;

WHEREAS, a Supplemental Draft Environmental Impact Statement (SDEIS) was completed in October 2008 that evaluated alternatives for construction of Unit I of the Sunrise Corridor, called the Sunrise Project from I-205 to Rock Creek Junction, in order to address existing congestion and safety issues in the OR 212/224 corridor, and to serve planned growth in Oregon’s newest city, Damascus;

WHEREAS, the Supplemental Draft Environmental Impact Statement evaluated the maximum footprint needed to construct the Sunrise Project, but did not address the project’s design or phasing, and;

WHEREAS, an extensive public involvement and outreach process has involved hundreds of areas residents and stakeholders including a Project Advisory Committee (PAC) consisting of citizens representing a broad range of interests, and a Policy Review Committee (PRC) consisting of representatives from Clackamas County, Happy Valley, Damascus, Metro and ODOT, in discussion of project issues; helping select a range of alternatives to study; and developing a range of evaluation criteria, and;

WHEREAS, the SDEIS and the PAC and PRC approved Preferred Alternative was reviewed by the public, and;

WHEREAS, sufficient information has been gathered on project alternatives and environmental impacts to allow an informed Preferred Alternative decision to be rendered, and;

WHEREAS, the individual projects within the Sunrise Project Preferred Alternative have been included in the update of the 2009 Regional Transportation Plan project list, and;

WHEREAS, a total of \$130 million has been committed to the Sunrise project, \$120 million from the State of Oregon, and \$10 million of federal SAFETEA- LU funds for construction, now therefore;

BE IT RESOLVED that the Metro Council approves the recommended Preferred Alternative approved by the PRC and JPACT as described in Exhibit A and shown as Figure 1, and now be it

FURTHER RESOLVED, that Metro Council has committed to support funding transportation projects within the Sunrise Project that would improve accessibility and connectivity to the Clackamas Industrial Area, in order to meet the short-term needs of businesses located in this important employment area of the County, and now be it

FURTHER RESOLVED, that Metro Council endorses the Preferred Alternative for the Sunrise Project in order to provide for current and future safety, connectivity, and capacity needs for statewide and regional travel, and community livability.

ADOPTED by the Metro Council this __ day of __, 2009.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Exhibit A

Sunrise Preferred Alternative Description

The supplemental Draft Environmental Impact Statement (SDEIS) for the Sunrise Project studied three alternatives for the horizon year 2030:

- Alternative 1, a No-Build Alternative
- Alternative 2, a Build Alternative with a midpoint interchange, and
- Alternative 3, a Build Alternative without a mid-point interchange.

Additionally, a series of design options were studied within four geographic areas along the project alignment given their tradeoffs in built and natural environmental impacts and alignment with the adopted project Purpose and Need and Goals and Objectives.

In May 2009, the project's Policy Review Committee (PRC) recommended that the Preferred Alternative for the Sunrise Project is Alternative 2 as studied in the SDEIS inclusive of specific design option choices presented in the SDEIS.

Additionally, the Preferred Alternative includes some new features in several areas, not studied as part of the SDEIS, based on stakeholder input and additional design refinement related to assessment of environmental resource avoidance and analysis of traffic performance.

The following describes the Preferred Alternative from west to east:

In the **I-205 Area**, the Preferred Alternative consists of Alternative 2 including the Lawnfield Extension and the Tolbert crossing. This section includes connecting up the existing north and south sections of the I-205 multi-use path

Based on stakeholder input and additional traffic analysis, modifications to the following features of Alternative 2 were made:

- The Sunrise Project western transition to the Milwaukie Expressway adds a third westbound through lane from Johnson Road through Webster Road and closes Lake Road with a cul-de-sac at Johnson Road.
- The Deer Creek Lane / Johnson Road connection is relocated to the west at the existing intersection.
- The Lawnfield North extension alignment is shifted to avoid impacts to the KEX site historic resource (copper ground wire mat) and other cultural and natural resources in the area between the existing Lawnfield Road and 97th Avenue.
- The addition of the Tolbert Overcrossing (Design Option A-2) to Alternative 2.
- 3rd Westbound Lane on OR 212 / 224 from I-205 to 98th Avenue with the dedicated right turn lane at 82nd Drive.
- 82nd Drive and its intersection with OR 212/224 are expanded to improve overall mobility by:
 - Restricting all left-turns at this intersection and adding a raised median both north and south of the existing intersection.

- 82nd Drive is widened and a new signalized intersection at 82nd Drive and Clackamas Road is created to accommodate U turns including trucks.
- 82nd Drive is widened and the existing signalized intersection at 82nd Drive and the northern Fred Meyer access point is reconfigured to accommodate U turns including trucks.

In the **Midpoint Area**, the Preferred Alternative consists of:

- Alternative 2, the narrow diamond interchange at 122nd Avenue with a connection to OR 212/224 at 122nd Avenue.
- Design Option C-2, the southern-most alignment between the mid-point and Rock Creek interchanges -.
- The multi-use path that was planned between I-205 and the Midpoint Area will be extended along OR 212/224 to the Rock Creek interchange based on stakeholder and agency input.

In the **Rock Creek Junction Area**, the Preferred Alternative consists of:

- Design Option D-3, a Single Point Urban Interchange (SPUI)
- The eastern leg of the Goosehollow Drive / OR 224 intersection would be closed.
- A right-out-only access end of Orchard View Lane to northbound OR 224 will be created from the as an access mitigation measure.
- A 162nd Avenue connection to OR 212 will be created at the NE corner of the Orchard Lake neighborhood as an access mitigation measure.
- Existing OR 212 will become a cul-de-sac just east of 162nd Avenue.
- The Sunrise Project eastern transition reconnects with OR 212 east of the 172nd Intersection with OR 212.
- The Sunrise Project southern transition reconnects with OR 224 at Eckert Lane

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 09-XXXX , FOR THE PURPOSE OF APPROVAL OF THE SUNRISE PROJECT PREFERRED ALTERNATIVE – I-205 TO ROCK CREEK JUNCTION

Date: September 25, 2009

Prepared by: Tim Collins
Phone: 503-797-1762

BACKGROUND

The supplemental Draft Environmental Impact Statement (SDEIS) for the Sunrise Project studied three alternatives for the horizon year 2030: (1) a No-Build Alternative, (2) Build Alternative 2 including a midpoint interchange, and (3) Build Alternative 3- differing from Build alternative 2 only in not providing a mid-point interchange. Additionally, a series of design options were studied within four geographic areas along the project alignment given their tradeoffs in built and natural environmental impacts and alignment with the adopted project Purpose and Need and Goals and Objectives.

During the public comment period last fall nearly 190 people, organization and Agencies commented on the Sunrise Project SDEIS. Of those who stated their preference for an alternative almost 90% favored Alternative 2 with a midpoint interchange. Many people had questions and concerns about impacts to private property, business and neighborhood access, wetlands and wildlife habitat. Other comments not related to the alternatives were on items such as timing and funding.

In July 2009, the project's Policy Review Committee (PRC) recommended that the Preferred Alternative for the Sunrise Project is Alternative 2 as studied in the Supplemental Draft Environmental Impact Statement (SDEIS) with specific design option choices presented in the SDEIS. Additionally, the Preferred Alternative includes some new features in several areas, not studied as part of the SDEIS, based on stakeholder input and additional design refinement related to assessment of environmental resource avoidance and analysis of traffic performance.

Preferred Alternative

Figure 1 shows the preferred alternative as adopted by the Sunrise Project Policy Review Committee in July 2009.

The following describes the Preferred Alternative from west to east:

In the **I-205 Area**, the Preferred Alternative consists of Alternative 2 including the Lawnfield Extension and the Tolbert crossing. This section includes connecting up the existing north and south sections of the I-205 multi-use path

Based on stakeholder input and additional traffic analysis, modifications to the following features of Alternative 2 were made:

- The preferred alternatives adds a third westbound through lane on Highway 224 (Milwaukie Expressway) from I-205 through Webster Road;
- 3rd Westbound Lane on OR 212 / 224 from I-205 to 98th Avenue with the dedicated right turn lane at 82nd Drive.
- 82nd Drive and its intersection with OR 212/224 are expanded to improve overall mobility by:
 - Restricting all left-turns at this intersection and adding a raised median both north and south of the existing intersection.

- 82nd Drive is widened and a new signalized intersection at 82nd Drive and Clackamas Road is created to accommodate U-Turns including trucks.
- 82nd Drive is widened and the existing signalized intersection at 82nd Drive and the northern Fred Meyer access point is reconfigured to accommodate U-Turns including trucks.
- The Lawnfield extension alignment shifts eastward to avoid impacts to the copper matting of the KEX site.

In the **Midpoint Area**, Alternative 2 includes the diamond interchange at 122nd Avenue and the southern-most alignment between the mid-point and Rock Creek interchanges. Based on stakeholder and agency input, the multi-use path that was planned between I-205 and the Midpoint Area was extended to the Rock Creek interchange.

In the **Rock Creek Junction Area**, the single-point Rock Creek interchange was selected as part of the preferred alternative. Additionally, the following features are included:

- The Goosehollow Drive leg of the OR 224 intersection would be closed and traffic would be alternatively served by a new right-out-only access at Orchard View Lane.
- 162nd /Highway-212 intersection was expanded to include a south approach to provide access into this neighborhood
- Extend 162nd Avenue north to Rock Creek Boulevard

Sunrise Project Phasing Plan

The Sunrise Project PRC also directed staff to develop a phasing plan for construction of the Sunrise Project. The Phasing Plan is not part of the SDEIS process. Phasing will allow coordination of local projects with the Sunrise project to best meet transportation and land use needs when the improvement is required. In addition, phasing will allow consideration of current policy directives and operability as funding becomes available.

The project estimate cost is \$1.3 to \$1.6 billion. Currently \$130 million is available for phase 1.

The PRC asked for a CIP list of phase-able project that are needed within the next ten years. The selection of the project(s) would support three major land use objectives:

1. Viability of the existing industrial area
2. Access to new industrial areas
3. East/west through capacity to support planned growth in Damascus

The Sunrise Project Preferred Alternative is the basis of the plan consists of 36 discrete projects which organized as near term projects and long term projects.

The Following is the list of the Near Term Projects (No particular order).

- Lawnfield Road realignment
- Tolbert Road overcrossing
- Third west bound lane on Highway-212/224 at 82nd
- 82nd Drive improvements
- 162nd Ave. extension north and south
- Sunrise Mainline – I-205 to 122nd – 4 lanes
- Clackamas/I-205 interchange improvements
- Multi-use path – I-205 to 122nd

- Milwaukie Expressway (OR 224) improvements
- Preliminary engineering that includes I-205 interchange design and the entire Sunrise mainline project
- I-205 multi-use path completion through interchange
- Right-of-way for rest of the Sunrise mainline project

The selection of the first project is still being discussed with a decision on the phase 1 projects being done by the time the FEIS is completed.

Sunrise Project Schedule

| | |
|--|--------------|
| Release SDEIS, public comment period and hearing | Fall 2008 |
| Refine designs, focus on interchange areas, develop preferred alternative and phasing plan | Spring 2009 |
| Committees select preferred alternative | Summer 2009 |
| Agency discussions on phasing | Ongoing |
| Sunrise IAMPs to OTC for adoption | Spring 2010 |
| Final EIS and Record of Decision from FHWA | Summer 2010 |
| Earliest anticipated construction start | Yr 2012-2014 |

ANALYSIS/INFORMATION

1. **Known Opposition** Some residential areas adjacent to alignment will be impacted by the noise.
2. **Legal Antecedents** This project follows the federal National Environmental Policy Act (NEPA) processes.
3. **Anticipated Effects** Adoption of the preferred alternative will allow the project to move forward to develop a Final Environmental Impact statement.
4. **Budget Impacts** non known

RECOMMENDED ACTION

Metro Council endorse the Preferred Alternative for the Sunrise Project in ordered to provide for current and future safety, connectivity, and capacity needs for statewide and regional travel, and community livability.



FIG 1

SUNRISE PROJECT PREFERRED ALTERNATIVE

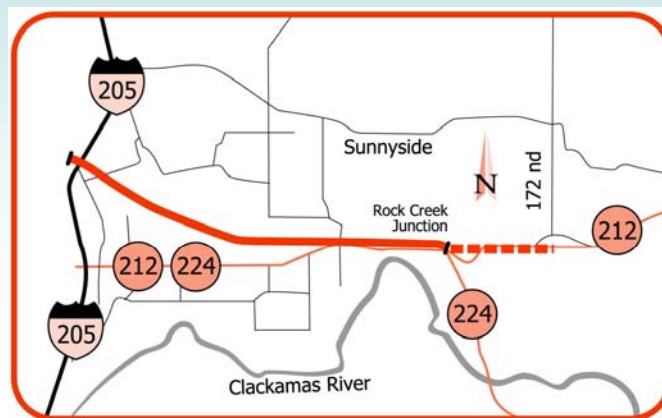
Sunrise Project, I-205 to Rock Creek Junction

**Project Briefing for TPAC
September 25, 2009**

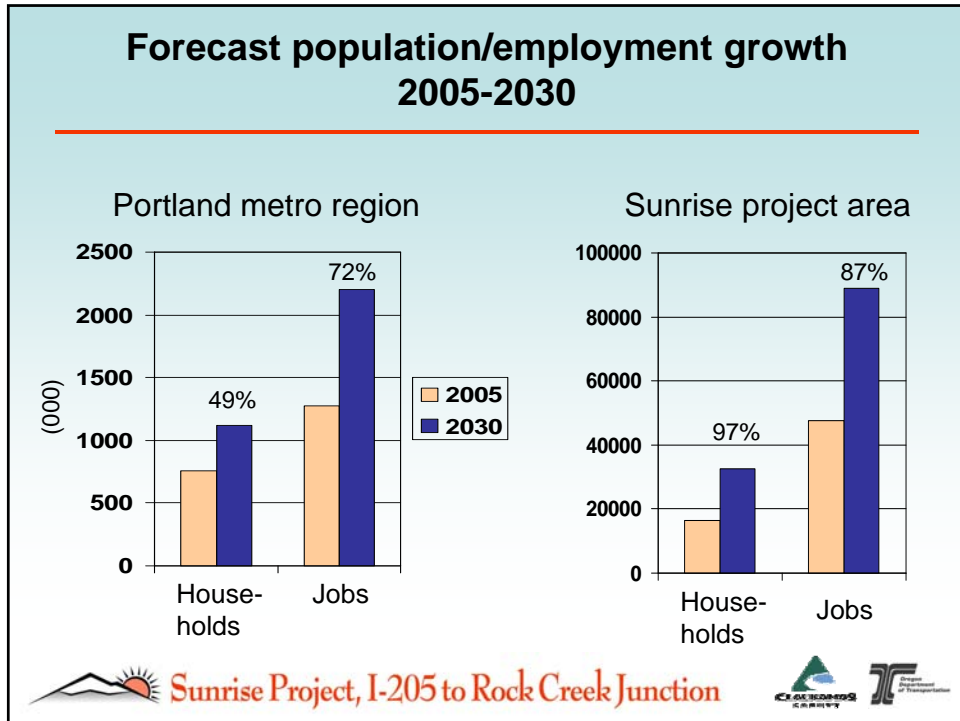
CLACKAMAS COUNTY **OTD Oregon Department of Transportation**

What is the Sunrise Project today?

- A proposed limited access highway from I-205 to Rock Creek Junction
- A system of additional local improvements



 **Sunrise Project, I-205 to Rock Creek Junction**  



2030 Without the Sunrise

Relative to today, Sunrise project area experiences:

- Study area travel demand increases sharply
- Recurring morning and afternoon congestion along Hwy. 212/224 increases to 9 or more hours daily
- PM peak period VHD increases by 70%
- Overall system travel speeds decrease by 4 mph
- A 175% increase in freight trucks experiencing congestion on Hwy. 212/224 (14% trucks)
- Continued mixing of regional and local trips on Hwy. 212/224
- Expected higher number of annual auto crashes

Sunrise Project, I-205 to Rock Creek Junction

Committees Recommend Preferred Alternative

Build Alternative with a midpoint interchange (diamond interchange at 122nd):

- Most consistent with project purpose and goals
- Provides important access to core of Clackamas Industrial Area (middle of project area)
- Provides faster travel times to industrial area
- Provides redundant access and emergency response access
- Provides congestion relief to nearby parallel roadways



Sunrise Project, I-205 to Rock Creek Junction



SUNRISE PROJECT PREFERRED ALTERNATIVE

FIG 1



Sunrise Project, I-205 to Rock Creek Junction



2030 With the Sunrise

With Sunrise, regional growth is accommodated and..

- 3X more vehicles/people access and move to, from, and through the corridor daily relative to today
- Regional and local trips align with appropriate facilities
- Transportation system users travel faster
- Duration of congestion reverts to near existing levels
- Mid-day period preserved for truck freight movement
- Enhanced bicycle, pedestrian, and transit facilities/service
- Potential exists for enhanced industrial area accessibility



Sunrise Project, I-205 to Rock Creek Junction



Change in Travel Demand (Major east-west roads - 4 hr Peak)



Screenline: Foster Rd. to Clackamas River Dr.

| | No build | Alt 2/3 | Change |
|---------------|---------------|---------------|-----------------|
| Foster Rd. | 11,860 | 11,150 | (710) |
| Sunnyside Rd. | 15,530 | 13,050 | (2,480) |
| Sunnybrook | 9,440 | 6,500 | (2,940) |
| Sunrise | N/A | 32,630 | + 32,630 |
| Hwy. 212/224 | 17,400 | 12,130 | (5,270) |
| Jennifer | 5,100 | 3,260 | (1,840) |
| Total | 59,330 | 78,720 | + 19,390 |



Sunrise Project, I-205 to Rock Creek Junction



Additional Preferred Alternative Elements

- Lawnfield extension and Tolbert crossing
- Southern alignment east of the midpoint interchange
- Single-point Rock Creek interchange
- Johnson Road/Milwaukie Expressway area improvements
- Additional OR 212/82nd Dr. intersection improvements
 - No left turns with u-turns and 3rd westbound lane
- Multi-use path from I-205 to Rock Creek interchange



Sunrise Project, I-205 to Rock Creek Junction



Overall Environmental Findings

- Notable environmental effects include:
 - Built Environment: Build Alternative requires approximately 500 acres of right-of-way, relocation of 60 businesses, and 60 residences
 - Noise: For residences along the bluff, there are potentially significant noise effects. Need remains to continue to explore feasible mitigation solutions.
 - Natural Environment: Wildlife corridor, wetlands, and stormwater impacts are concerns for regulatory agencies.



Sunrise Project, I-205 to Rock Creek Junction



Overall Environmental Findings (cont.)

- Impacts are generally similar among Build Alternatives, with the following exceptions:
 - The Lawnfield alignment impacts high-value wetland and wildlife habitat, and constrains a wildlife corridor
 - The midpoint interchange (Alternative 2) adds additional constraints to an existing wildlife corridor
 - Options selected at east end (Options C-2 & D-3) minimize wildlife corridor and wetland impacts
- The Preferred Alternative was modified to:
 - Avoid impacts to KEX (historic & 4(f) resource)
 - Avoid an identified archaeological site in Lawnfield area



Sunrise Project, I-205 to Rock Creek Junction



Project Cost and Funding

- Estimated project cost: **\$1.3 – 1.6 billion**
- Project will need to be constructed in phases and funded from multiple sources
- Current funding: **\$130 million**
 - SAFETEA-LU federal reauthorization earmark (\$10M)
 - ODOT OTIA III (\$20M)
 - HB-2001 (\$100m)



Sunrise Project, I-205 to Rock Creek Junction



The project will need to be phased.

Phasing will support three major land use objectives:

1. Viability of the existing industrial area
2. Access to new industrial areas
3. East/west through capacity to support planned growth in Damascus

Phasing will allow coordination of local projects with the Sunrise project to best meet transportation and land use needs.

Phasing will allow consideration of current policy directives and operability as funding becomes available.



Sunrise Project, I-205 to Rock Creek Junction



PRC Agreed

Menu of Projects for the Near Term (~10 years)

(No particular order)

- Lawnfield road realignment
- Tolbert Road overcrossing
- Third westbound lane on Highway-212/224 at 82nd
- 82nd Drive improvements
- 162nd Ave. extension north and south
- Sunrise Mainline – I-205 to 122nd – 4 lanes
- Clackamas/I-205 interchange
- Multi-use path – I-205 to 122nd
- Milwaukie Expressway improvements
- Preliminary engineering that includes I-205 interchange design and entire mainline
- I-205 multi-use path completion through interchange
- Right-of-way for rest of mainline



Sunrise Project, I-205 to Rock Creek Junction



Schedule

| | |
|--|-------------|
| Release SDEIS, public comment period and hearing | Fall 2008 |
| Refine designs, focus on interchange areas, develop preferred alternative and phasing plan | Spring 2009 |
| Committees select preferred alternative | Summer 2009 |
| Agency discussions on phasing | Ongoing |
| Sunrise IAMPs to OTC for adoption | Spring 2010 |
| Final EIS and Record of Decision from FHWA | Summer 2010 |
| Earliest anticipated construction start | 2012 - 2014 |



Sunrise Project, I-205 to Rock Creek Junction



Questions & Discussion



Sunrise Project, I-205 to Rock Creek Junction



Making the Greatest Place Fall 2009 Advisory Committee Schedule
Draft 9/22/09

| | Week of September 14 | Week of September 21 | Week of September 28 | Week of October 5 | Week of October 12 | Week of October 19 | Week of October 26 | Week of November 2 | Week of November 9 | Week of November 16 | Week of November 30 | Week of December 7 | Week of December 14 |
|-----------------------------------|---|---|--|---|---|--|---|---|---|---|---|---|--------------------------|
| MTAC | Briefing on COO recommendation | | | Discuss UGR, forecast and RTP issues | | TBD based on MPAC discussions | | Recommendation to MPAC on UGR and RTP | | TBD | TBD | | |
| MPAC | | Briefing on COO recommendation; Comments, observations, areas of agreement and areas needing further discussion on: UGR, RTP, Reserves including risks of designating too much or too little urban reserves | | | Discuss UGR, forecast and RTP issues | Special Meeting: Reserves; followup on outstanding issues for UGR and RTP as needed | Consider public comments for RTP; deadline for proposed amendments on RTP and UGR | | | Recommendation to Metro Council on UGR and RTP; discuss Reserves IGAs; deadline for proposed amendments on Reserves | | Recommendation to Metro Council on Reserves IGAs | |
| TPAC | | Briefing on COO recommendation; Discuss RTP issues | | | | | RTP issues and public comments | | | | Recommendation to JPACT on RTP Resolution | | |
| JPACT | | (invited to attend MPAC briefing) | | Briefing on COO recommendation; Discuss RTP policy issues | | | | Deadline for proposed JPACT amendments to RTP | Discuss RTP issues and consider public comments | | | Recommendation to Metro Council on RTP resolution | |
| Council | Briefing on COO recommendation | | | Tentative: Work session with counties to discuss reserves | | Work Session | | Deadline for proposed Council amendments to RTP | | Work Session | Dec. 1: Deadline for Council amendments on UGR and Reserves | Action on UGR and forecast resolution; action on reserve IGAs | Action on RTP resolution |
| Open houses & hearings | | Open Houses: Sept. 21 -Hillsboro; Sept. 22 N. Portland Open house/hearing: Sept. 24 Beaverton | Open House/ Hearing Oct. 1 - Gresham | Open House/ Hearing Oct. 8 - Happy Valley | Open House / Hearings: Oct. 13 - Oregon City, Oct. 15 - Metro | | | | | | | | |
| Other | Stakeholder engagements with Tigard City Council, OAN, Bi-State, CREEC, Mult. Co. Farm Bureau | Stakeholder engagements with N. Clack Chamber, Hillsboro Chamber, LO City Council, Clack. Co. EDC, CCA, South Metro Biz Alliance, RSC, C4, state legislators | Briefing to LCDC on COO recommendation; Stakeholder engagements with Clack. Co. BCC, BTA, CLF, PBA | Stakeholder engagements with WCCC, EMCTC, NAIOP, Mult. Co. BCC, Boring CPO, Gresham Chamber, EMEA | Stakeholder engagements with CCBA, WEA | Briefing to OTC on COO recommendation; Stakeholder engagements with 1000 Friends, Wash. Co. BCC, Wash. Co. Farm Bureau | Stakeholder engagements with WEA board, TriMet board | | | | | | |

Color Key:
Regional Transportation Plan (RTP) issues = Blue
Urban Growth Boundary (UGB)/Forecast issues = Green
Urban and Rural Reserve (Reserves) issues = Red

**Making the Greatest Place (MGP)
Chief Operating Officer (COO) Recommendation**

- [Click here to view, download and/or print the complete MGP COO Recommendation report.](#)
- For questions and/or to request a copy of the report CD contact greatestplace@oregonmetro.gov or at 503-797-1562.

Technical Review Timeline for Addressing Unresolved Issues

Chapter 5 of the draft Regional Transportation Plan describes the remaining work needed to finalize the plan (see Section 5.7, pages 20-27). A lead staff person(s), timeline and technical advisory committee discussions for this work are shown below.

| | Unresolved issue | Staff lead(s) | Timeline for completion | RTP Work Group | TPAC | MTAC |
|------|--|--|--|-----------------------|-----------------------------|-----------------------------|
| 1. | Corridor refinement plan priorities | Deb Redman | Sept. – Nov. '09 | Oct. 12 and 26 | Sept. 25 and Oct. 30 | Oct. 21 |
| 2. | High Capacity Transit system expansion policy implementation | Tony Mendoza, Metro | Oct. – Nov. '09 | Oct. 12 | TBD | TBD |
| 3. | Alternative mobility standards for state facilities in the Metro region | Tom Kloster, Metro Lidwien Rahman, ODOT | Sept. '09 – Feb. '10 | TBD | Oct. 30 (process update) | Oct. 21 (process update) |
| 4. | RTP performance targets | Kim Ellis | Oct. – Nov. '09 | Oct. 12 and 26 | Oct. 30 | Oct. 21 |
| 5. | System analysis ¹ | Deena Platman | Oct. – Nov. '09 | Oct. 12 | Oct. 30 | n/a |
| 6. | Local implementation and functional plan amendments | Dick Benner Kim Ellis | Dec. '09 – Mar. '10 | TBD | TBD | TBD |
| 7. | Mobility corridor strategy documentation | Deena Platman Josh Naramore | Oct. '09 – Feb. '10 | Oct. 12 (template) | Jan./Feb. '10 | n/a |
| 8.a. | Rural arterial definition review and map update | Kim Ellis Tom Kloster | Oct. '09 | n/a | Oct. 30 | Oct. 21 |
| 8.b. | Rural arterial policy updates to respond to urban and rural reserve designations | TBD | Post UR/RR designation decision in Spring 2010; to be addressed in next RTP update | n/a | n/a | n/a |
| 9.a. | I-84/US 26 connector system map designation | Kim Ellis John Mermin | Sept. – Nov. '09 | n/a | Oct. 30 | n/a |
| 9.b. | I-5/99W connector study recommendations | Andy Cotugno | Sept. – Nov. '09 | n/a | TBD | n/a |
| 9.c. | Sunrise Project EIS recommendations | Ross Roberts | Sept. – Nov. '09 | n/a | Sept. 25 | n/a |

¹ Final system analysis and conformity determination to be completed in the Dec. '09. – Mar. '10 timeframe.

Next steps

The 30-day public comment period ends on October 15, 2009. A RTP comment log and recommended amendments will be prepared by October 21. Staff recommendations on resolution of these issues will be brought forward to the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) for review.

MTAC is scheduled to make a recommendation to MPAC on November 4. MPAC is scheduled to make a recommendation to the Metro Council on November 18. TPAC is scheduled to make a recommendation to JPACT on November 20. JPACT is scheduled to make a recommendation to the Metro Council on December 10. The Metro Council is scheduled to take action on December 17.

Following “acceptance” by the Metro Council, staff would then complete a final analysis of the plan’s projects and prepare findings, a final draft document, and regional transportation functional plan amendments for public review and hearings in Spring 2010. MPAC, JPACT and the Metro Council will consider final adoption of the RTP by ordinance in June 2010.



Date: September 25, 2009
(with revisions based on 9/21/09 RTP Working Group discussion)
To: Transportation Policy Alternatives Committee (TPAC)
From: Deborah Redman, Principal Transportation Planner
Subject: Draft Corridor Refinement Plan Prioritization **CriteriaFactors**

PURPOSE

The public review draft 2035 Regional Transportation Plan (RTP) recommends five mobility corridors needing corridor refinement planning (CRP). Refinement plans generally involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Metro or ODOT will initiate and lead necessary refinement planning in coordination with other affected local, regional and state agencies.

In order to move forward, agreement is needed on screening **criteriafactors** that can be used to compare and prioritize the relative urgency of planning for future transportation improvements across the region's mobility corridors. The purpose of this discussion is to review and refine the draft CRP prioritization **criteriafactors**, for use in a process to prioritize the proposed CRPs, by the end of 2009.

The holistic (multimodal and land use) planning evaluation that will be accomplished through the CRP(s) that are ultimately conducted will examine performance, costs and benefits of identified land use and transportation solutions that will in turn help refine, package and prioritize locally supported projects and other strategies to address corridor issues.

OUTCOME

Refinement of the proposed prioritization **criteriafactors**. TPAC's recommendation will be forwarded to the Joint Policy Advisory Committee on Transportation (JPACT) for consideration.

MOBILITY CORRIDORS RECOMMENDED FOR FUTURE CORRIDOR REFINEMENT PLANS

The 2035 RTP introduced the concept of regional mobility corridors, expanding the region's focus on mobility from individual facilities to the network of facilities and the adjacent land uses they serve. The concept focuses on the region's network of freeways and highways and including parallel networks of arterial streets, regional bicycle parkways, high capacity transit, and frequent bus service. The function of this network of integrated transportation corridors is metropolitan mobility – moving people and goods between different parts of the region and, in some corridors, connecting the region with the rest of the state and beyond.

As stated in Chapter 5 (p. 8) of the public review draft of the 2035 Regional Transportation Plan:

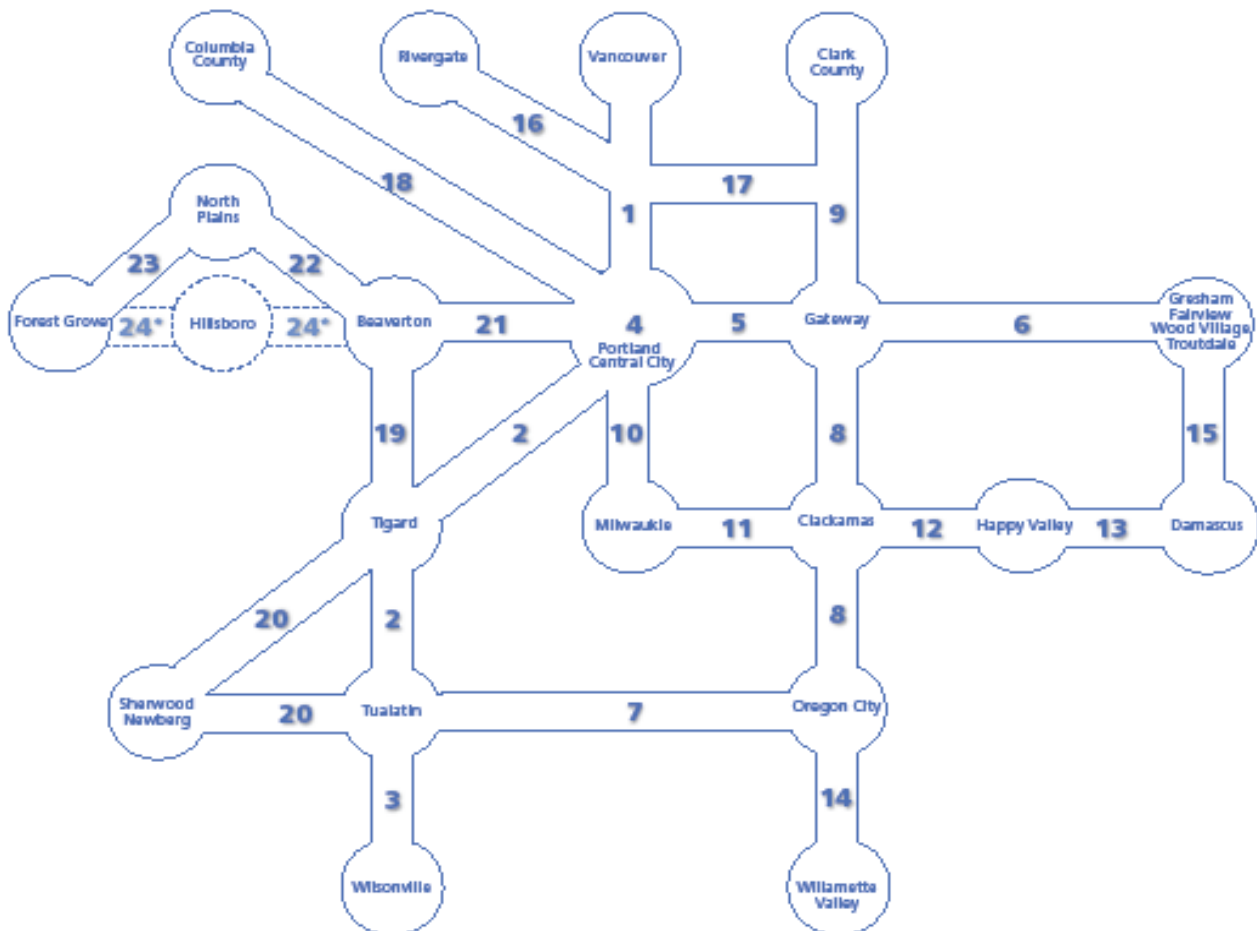
The main objective of the RTP mobility corridor work program was to gather information to help define the need, mode, function, and general location of facilities within each mobility corridor consistent with the TPR. The needs assessment was developed based on RTP policies and used to guide the identification of projects and programs during RTP system development phase.

Under the mobility corridor concept framework, when this determination cannot be made, the mobility corridor needs a refinement plan. Corridor refinement plans are intended to be multimodal evaluations of possible transportation solutions, including land use solutions. Using the results of the mobility corridor work program, the RTP has identified a list of mobility corridors that do not meet the outcomes performance standards of the RTP and do not fully answer questions of mode, function and general location. These corridors need refinement planning and are listed below:

Mobility Corridors Recommended for Future Corridor Refinement Plans

- Mobility Corridors #2 & #3 - Portland Central City to Wilsonville, which includes I-5 South
- Mobility Corridor #4 - Portland Central City Loop, which includes I-5/I-405 Loop
- Mobility Corridors #7, #8 & #9 - Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205
- Mobility Corridor #15 - Gresham/Fairview/Wood Village/Troutdale to Damascus
- Mobility Corridor #24 - Beaverton to Forest Grove, which includes Tualatin Valley Highway

Mobility Corridors in the Portland Metropolitan Region



DRAFT PROPOSED CRP PRIORITIZATION ~~CRITERIA~~FACTORS

In past CRP prioritization processes, Metro staff and its technical advisory committee developed five major criteria to assess and compare the corridors:

- Support of key 2040 land uses
- Congestion
- Support of 2040 transit plans
- Support of 2040 freight goals
- Safety and reliability

Although 2040 land use consistency was included as an evaluation criterion, the previous process focused more or less on a technical evaluation of highway corridors that needed additional planning work.

As regional policy directives have evolved, so must the CRP prioritization process. The following screening-level prioritization ~~criteria~~ factors reflect an emerging transactional approach to planning and implementing projects within the Metro region, wherein regional actions and local actions are coordinated and leverage one another. This approach to CRP selection adapts elements of the successful High Capacity Transit (HCT) System Plan evaluation criteria for use in this broader, multimodal context. It also folds in the work of mobility corridor strategy development, and includes the previous previous corridor refinement plan ranking as a measure under the second factor, Consistency with State and Regional Plans and Policies.

As in the past, ~~the~~ ~~criteria~~ factors will be applied at a sketch-planning level of detail, using available data or, if possible, outputs from the RTP modeling now underway. Scoring of each factor, whether technical or non-technical in nature, will be “high, medium, low” consistent with previous rating methodology. Also consistent is the use of factors and measures that include both “need” and “ripeness” measures that can apply both to technical and political factors. This approach to CRP selection adapts elements of the successful High Capacity Transit (HCT) System Plan evaluation criteria for use in this broader, multimodal context.

Note that when a potential CRP study area includes an HCT element, the transit portion of that screening will default to the approved HCT System Expansion Plan Framework. (Other transit options such as local service, elderly and disabled service, etc. will be examined as part of any CRP.)

Local Commitment and Support

- Agreement among local jurisdictions on general nature of the problem, need to proceed, and desired outcomes
- Community ~~support interest in for concept level solutions issues~~ under consideration
- Congruence with locally adopted land use and transportation plans
- Financial commitment for CRP from ODOT, TriMet and/or local jurisdictions

Congruence-Consistency with State and Regional Plans and Policies to Maintain Compact Urban Form, including

- Previous regional corridor refinement plan ratings/ranking
- Modal plan priorities (HCT, Regional Freight Plan, Transportation System Management and Operations Plan)

- 2040-Urban and Rural Reserves policy designation process (related to need for land use certainty)
- Need planning support to realize Local Aspirations/Regional Investments (Section 3D)

Corridor Features and Performance

- Obvious and pressing lack of “completeness” affecting system performance within the corridor
- Mobility and access needs, by mode (passenger vehicle, bus, freight, non-motorized)

Environment: (The measure of this factor recognizes transportation as a lever to achieve several environmental outcomes, including reductions in pollutants and greenhouse gas.)

- Level of travel choices (“completeness”) Need to address environmental problems
 - Severity and/or number of environmental problems
 - Number or sensitivity of affected communities, individual receptors or habitats
- Potential for environmental impact from probable solutions (possibly too detailed for a screening criterion)

Equity

- Promotes fairness among transportation users (balances burdens and benefits; provides needed mobility choices and critical access)
- CRP includes high concentrations of includes high concentrations of Addresses environmental justice issues low-income, senior and disabled, and senior and disabled, and senior and disabled, and minority and/or Hispanic communities

Economy & Urban Form

- Congestion (vehicle hours of delay per person) (volume to capacity ratios for regional thoroughways and arterial streets)
- Reliability (variability in delay or travel time, for corridors where data exists)
- Safety (number of crashes/fatalities)
- Potential to serve land use vision of planned capacity (e.g., brownfields, infill and centers development)
- Conceptual estimates of return on corridor investment
- Regional economic impact and opportunity costs of doing nothing
- Funding potential (including immediate or near-term availability of implementation funds)

PROPOSED STEPS TO COMPLETE CRP PRIORITIZATION PROCESS IN 2009

Metro proposed the following timeline and process to complete prioritization of the CRPs by the end of this year, and ensure agency consensus within the region:

1. Metro staff will develop a matrix for the five potential CRP corridors, with the above factors and measures to be scored “low, medium, high” for each corridor.
2. October 5, 2009: Metro staff convenes regional partners (ODOT, Tri-Met, City of Portland and county staff) to complete the scoring and ranking matrix. Others are welcome to attend and

participate in this exercise, but all will have several chances to review and comment, as identified in this schedule.

3. October 12, 2009: RTP Working Group will review and comment on results of technical prioritization process.
4. October 26, 2009: RTP Working Group will review staff recommendations, with revisions that may have been required.
5. October 21, 2009: MTAC review and comment
6. October 23, 2009: MPAC review and comment
7. October 30, 2009: TPAC review and comment
8. November 4, 2009: MTAC recommendations to MPAC as part of RTP resolution
9. November 12, 2009: JPACT review and comment
10. November 18, 2009: MPAC recommendation to Metro Council as part of RTP resolution
11. November 20, 2009: TPAC recommendation to JPACT as part of RTP resolution
12. December 10, 2009: JPACT recommendation to Metro Council as part of RTP resolution
13. Decmeber 17, 2009: Metro Council considers action on RTP resolution



Date: September 25, 2009
To: TPAC
From: Ted Leybold
Subject: ARRA Fail Safe process

Your agency may have received a memorandum from Mr. Martin Anderson of the ODOT Local Government Section regarding the obligation of American Recovery and Reinvestment Act (ARRA) funded local agency projects. The memorandum describes the need to obligate all ARRA funds and the process by which ODOT will ensure that all local agencies designated to receive ARRA fund reimbursement for transportation projects need to proceed to ensure obligation and the actions ODOT will take to ensure obligation.

The region has adopted a strategy to ensure all ARRA funds are obligated by identifying fail safe projects that may be able to absorb and obligate funds from projects that are not able to obligate all of their programmed ARRA funds. The project list and strategy for ensuring obligation of ARRA funds was approved by JPACT at its May meeting.

Metro will work with you to identify a strategy for re-allocation of ARRA funds consistent with the adopted regional policy should your agency, Metro or ODOT identify your local project as not able to submit a complete PS&E package by ODOT's December 31st deadline. The fail-safe project may also be eligible to obligate funds should a local project not obligate all federal ARRA funding programmed to the project due to lower than estimated bids for construction. Metro and ODOT staff may need to re-evaluate the ability of the fail-safe project to obligate funds at the time a re-allocation of funds becomes necessary.

If a bid on a project with both ARRA and local funds programmed is lower than the engineers estimate, ARRA funds will be fully utilized first, and local funds last. If a potential fail-safe project is found by ODOT and Metro staff to not be able to obligate ARRA funding remaining un-obligated on another local agency project. Metro and ODOT will re-program those funds onto a fail-safe project that is able to obligate funds. The following order of priority will be used in determining how to re-program funds to a project that both Metro and ODOT determine to be an acceptable fail-safe project:

- a. within the same agency jurisdiction
- b. within the same sub-region
- c. within the Metro area
- d. to an ODOT project

A summary status of local projects currently assigned ARRA funds is attached.

Metro ARRA Funded Local Agency Project Status - FHWA Administered Only

| Applicant Name | Project Name | Agency Name for IGA | Road/Street Name | Begin | End Point | Brief Description | Project Cost Estimate | ARRA \$ for Project | Preliminary Engineering (PE) Amount | Right of Way (ROW) Amount | Construction (Con) Amount | Project Progress Notes As of Sept 24 |
|------------------|--|----------------------|---|-------------------------|--------------------------|--|-----------------------|---------------------|-------------------------------------|---------------------------|---------------------------|---|
| Portland | Portland Preservation Projects | City of Portland | SE Madison | SE Grand | SE 12th | Preservation of arterial, transit, bicycle - grind and pave | \$1,035,000 | \$4,302,274 | \$15,000 | | \$4,287,274 | Env work (PCE) approved. ROW certified. PS&E scheduled Dec 18. Bid date Feb 11. |
| | | | SE 39th Avenue | SE Hologate | SE Woodstock | Preservation of arterial, transit, bicycle - grind and pave | \$2,032,274 | | | | | |
| | | | SE Hawthorne | SE Grand | SE 12th | Preservation of arterial, transit, bicycle - grind and pave | \$1,235,000 | | | | | |
| Portland | So Auditorium Lighting Phase I (Portland) | City of Portland | Various | SW Naito to SW 4th | SW Clay to SW Arthur | Replace foundation, poles, and lighting fixtures to a maintainable status. Install conduit and power wire to a standard depth. | \$3,900,000 | \$2,758,842 | \$420,000 | | \$2,338,842 | Working on PS&E by Nov 20 but Env not done yet. Bid date of Jan 14 - may need to be adjusted to implement as fall safe project. |
| Portland | Portland bikeway signage and striping | City of Portland | Various | citywide | - | Striping and Signage - Wayfinding | \$1,000,000 | \$1,000,000 | \$100,000 | | \$900,000 | Working on Env., No ROW. PS&E scheduled for submission by Dec 4. Bid date Jan 21. |
| Portland | Springwater Trail Repaving (Portland) | City of Portland | Springwater Trail | McLoughlin | Jenne Road | Repave Springwater Trail from Sellwood to City border | | \$1,800,000 | \$151,000 | | \$1,649,000 | Env cleared (1R). No ROW. PS&E scheduled for Dec 18 submission. Bid date Feb 11. |
| Portland | Portland Sidewalk Infill Program | City of Portland | Various | | | Provide infill sidewalks on 82nd Avenue, NE Glisan Street (122nd-132nd), and Barber Boulevard. | \$2,300,000 | \$2,000,000 | | | \$2,000,000 | Working on plans for PS&E. No ROW. PS&E scheduled for Dec 8. Bid date for Feb 1. |
| Gresham | 242nd: Glisan - Stark (Gresham) | City of Gresham | 242nd Avenue | Glisan | Stark | Widen 242nd Avenue to city standards providing 4 travel lanes, 1 center left turn lane, bicycle lanes and sidewalks. | \$2,400,000 | \$2,375,900 | \$50,000 | | \$2,325,900 | PS&E turned in 9-10, 10-22 bid date. |
| Multnomah County | Multnomah County Sidewalks | Multnomah County | Halsey and Stark Streets | Hlsey: 238th St: 257th | Hlsey: 244th St: Trtd Rd | Install sidewalks in 2 locations: NE Halsey St: 238th to 244th, and Stark St: 257th to Troutdale Road. | \$1,000,000 | \$989,960 | \$220,000 | | \$769,960 | 9-10 bid date - received good bid. |
| Clackamas County | Sunnyside Road Preservation: 82nd - 122nd (Clackamas Co) | Clackamas County | Sunnyside Road | 82nd Ave | 122nd Ave. | Paving and Replacement of Traffic Signal Video Detection System | \$1,802,000 | \$519,789 | Local | | \$519,789 | |
| Clackamas County | King Road Preservation: Wichita - 70th (Clackamas Co) | Clackamas County | King Road | SE Wichita Ave | SE 70th Ave | Apply 1" leveler with 2" overlay, full width of roadway. | \$1,138,000 | \$387,208 | Local | | \$387,208 | |
| Gladstone | Gladstone Preservation Projects | City of Gladstone | Valley Views/Los Verdes | Jennings | Crownview | "Butt" grinds at intersections, asphaltic tack coat, pavement fabric and a max 2" overlay at center tapering to near 0" 6" from curbs. R/W is not needed; existing 36' wide curb to curb. | \$167,544 | \$827,357 | \$100,000 | | \$727,357 | Draft WOC. Jan bid date - not clear if PS&E will be on time. |
| | | | East Dartmouth Street | Portland Ave | Oatfield Rd | "Butt" grinds at intersections, asphaltic tack coat, pavement fabric and a max 2" overlay at center tapering to near 0" 14" from curbs. Paving 28' wide is proposed within 56' width. R/W is not needed. | \$141,137 | | | | | |
| | | | East Arlington Street | Portland Ave | Columbia Ave | "Butt" grinds at intersections, asphaltic tack coat, pavement fabric and a max 2" overlay at center tapering to near 0" near curbs. R/W is not needed; work done entirely within 36' wide curb to curb. | \$177,854 | | | | | |
| | | | Portland Ave | Arlington St | Nelson Ln | "Butt" grinds at intersections, asphaltic tack coat, pavement fabric and a max 4" overlay at center of the road tapering to near 0" near curbs. R/W is not needed; work entirely within 56' wide curb to curb. | \$340,822 | | | | | |
| Happy Valley | Happy Valley Preservation Projects | City of Happy Valley | William Otty Road | 129th | Peggy Way | Consists of a combination of resurfacing, slurry seal, crack sealing and chip sealing these minor arterials. | \$356,000 | \$888,000 | \$77,000 | | \$811,000 | Final WOC Jan - bid - probable. |
| | | | 129th Ave. | King | Scott Creek Lane | | \$206,000 | | | | | |
| | | | Idleman Road | Mt Scott | Clove Lane | | \$40,000 | | | | | |
| | | | 145th Ave. | #10880 SE 145th | #11250 SE 145th | | \$132,000 | | | | | |
| | | | Idleman Road | Hillside Ct. | #10855 SE Idleman | | \$155,000 | | | | | |
| Lake Oswego | Lake Oswego Preservation Projects | City of Lake Oswego | Royce | Bryant | Westview | The project will dig out, grind and replace 2" of the entire asphalt surface | \$428,000 | \$800,000 | \$40,000 | | \$760,000 | Final WOC Jan - bid - probable. |
| | | | McNary | Kerr | Kerr | The project will dig out, grind and replace 2" of the entire asphalt surface | \$416,000 | | | | | |
| Milwaukie | Linwood Ave Preservation: Monroe - Railroad (Milwaukie) | City of Milwaukie | Linwood Ave | Monroe St. | Railroad Ave. | 2" grind & overlay | \$580,000 | \$208,000 | Local | | \$208,000 | Transfer \$ to Jackson St. project. |
| Milwaukie | Jackson Street: Main - 21st Ave (Milwaukie) | City of Milwaukie | Jackson Street | Main Street | 21st Avenue | Reconstruction of sidewalk/streetscape including street trees, utility undergrounding, street furniture, bulbouts, etc. | \$765,000 | \$725,000 | \$60,000 | | \$665,000 | Jan 14 bid - probable. |
| Oregon City | Molalla Avenue @ Warner Milne & Beaver Creek (Oregon City) | City of Oregon City | Molalla Avenue | Warner Milne Rd | Beaver Creek Rd. | realign traffic intersection, update signal timing, add sidewalks | \$2,479,000 | \$900,000 | \$15,000 | Local | \$885,000 | Under construction. |
| West Linn | Salamo Rd Preservation: Rosemont Barrington (West Linn) | City of West Linn | Salamo Road | Rosemont | Barrington Dr | Grind 2" and overlay | \$1,004,000 | \$900,000 | \$100,000 | | \$800,000 | Final WOC Jan - bid - probable. |
| Wilsonville | Barber Street: Boberg - Boones Ferry (Wilsonville) | City of Wilsonville | Barber Street | Boones Ferry Road | Boberg Road | Widen and Improve Barber Road from its intersection with Boones Ferry Road to Boberg Rd., with a minor collector cross section that will improve transportation in the commercial districts and the proposed commuter rail station and I-5. | \$1,000,000 | \$900,000 | Local | | \$900,000 | Feb 5 bid - consultant working. |
| Beaverton | Hall Blvd Preservation: Hart - Ridgecrest (Beaverton) | City of Beaverton | Hall Boulevard | Hart Rd | Ridgecrest Dr | Overlay | \$785,000 | \$785,000 | \$50,000 | | \$735,000 | PS&E material at Reg 1. If OK, goes to bid on Nov 12. |
| Beaverton | Beaverton Signal Improvements | City of Beaverton | Farmington Rd- Cedar Hills Blvd. Adaptive Signal Control Installation | Hocken Ave | Griffith Dr | Upgrade existing traffic signal control software to SCATS at 7 signals. Replace existing model 170 signal controllers with 2070L controllers. In addition, connect signals to regional centralized control system for remote monitoring and adjustment capabilities. | \$804,000 | \$860,000 | \$200,000 | | \$660,000 | Est bid date of Jan 28. DKS working on development. |
| | | | Cedar Hills Blvd Signal Re-timing | Milikan Way | Walker Rd | Collect new traffic volumes and update the signal timing along the corridor | \$56,000 | | | | | |
| Beaverton | Beaverton Sidewalks | City of Beaverton | Laurelwood Ave Sidewalk | Beaverton-Hillsdale Hwy | Birchwood Rd | Install sidewalk to provide safe pedestrian access to transit route and improve the livability of the neighborhood. Construct sidewalks and ADA ramps. | \$343,000 | \$649,000 | \$112,000 | | \$537,000 | Jan 21 bid date. Harper Hoff working on Env. 60% plans being reviewed at Reg 1. |
| | | | 87th Ave Sidewalk | Birchwood Rd | Canyon Rd | Install sidewalk to provide safe pedestrian access to transit route, and improve livability of the neighborhood. Construct sidewalks and ADA ramps | \$306,000 | | | | | |
| Cornelius | Cornelius Preservation Projects | City of Cornelius | Holladay St | 6 Blocks | | Sealing & repair of cracks in concrete paved industrial collector Holladay St. in preparation for State Cert. Industrial Site. Grind & overlay of asphalt paved 10th Ave. arterial and 4th Ave. collector. | \$350,000 | \$350,000 | \$63,000 | | \$287,000 | |
| | | | 10th Ave | 9 Blocks | | | | | | | | |
| | | | 4th Ave. | 4 Blocks | | | | | | | | |

Metro ARRA Funded Local Agency Project Status - FHWA Administered Only

| Applicant Name | Project Name | Agency Name for IGA | Road/Street Name | Begin | End Point | Brief Description | Project Cost Estimate | ARRA \$ for Project | Preliminary Engineering (PE) Amount | Right of Way (ROW) Amount | Construction (Con) Amount | Project Progress Notes As of Sept 24 |
|--|--|----------------------|------------------------------------|-------------------|-------------|---|-----------------------|---------------------|-------------------------------------|---------------------------|---------------------------|---|
| Sherwood | Sherwood Blvd Preservation: 12th - 3rd (Sherwood) | City of Sherwood | Sherwood Boulevard | 3rd St | 12th St | Grind & Overlay 2,740 LF of Collector status road | \$430,000 | \$430,000 | \$15,000 | | \$415,000 | Have consultant (W & H Pacific) with Notice To Proceed. Project kick-off meeting scheduled for 9-26. Need to confirm roads are in fair or better condition. ODOT LGS may help manage. |
| Tigard | Tigard Preservation Projects | City of Tigard | Bonita Road | I-5 Bridge | Railroad | 2" Pavement Overlay | \$156,000 | \$1,116,000 | \$100,000 | | \$1,016,000 | |
| | | | Durham Road | Upr. Boones Ferry | Hall Blvd | 2" Pavement Overlay | \$372,000 | | | | | |
| | | | 72nd Avenue | Upr. Boones Ferry | Landmark | 2" Pavement Overlay | \$402,000 | | | | | |
| | | | 72nd Avenue | Landmark | Fir | 2" Pavement Overlay | \$186,000 | | | | | |
| Tigard | Tigard 'Small Fix' Congestion Solutions | City of Tigard | Various | - | - | Small-dollar site-specific adjustments and minor construction projects that would improve traffic flow and safety. This includes Flashing Yellow Arrow Signals, signal phasing changes, striping changes, and small-scale geometric adjustments that would improve traffic flow and safety. | \$290,000 | \$160,000 | \$15,000 | | \$145,000 | \$95,000 to Wash Co Flashing Yellow arrows, \$65,000 to Wash Co video detection. |
| Wash. Co. | Washington County Preservation Projects | Washington County | Group A Overlays | n/a | n/a | Street Overlays | \$1,000,000 | \$2,300,000 | \$130,000 | | \$2,170,000 | Pavement condition assessment done, of 16 locations, 7 are in poor condition - not cost-effective for 1R process. Jan 21 bid date - probably OK. |
| | | | Group E Overlays + River Road | n/a | n/a | Street Overlays | \$1,300,000 | | | | | |
| Wash. Co. | Washington County Signal Updates | Washington County | Flashing Yellow Arrows | n/a | n/a | Install new signal head and hardware at various intersections to improve efficiency and reduce traffic delays. | \$500,000 | \$650,000 | \$40,000 | | \$610,000 | Bid on Oct 29. PS&E is in. Plans at printer. |
| | | | Interior Illuminated Sign Replace. | n/a | n/a | Replaces existing illuminated signs with diamond grade sheeting, which subsequently reduces electrical costs. | \$150,000 | | | | | |
| Wash. Co. | Washington County School Zone Flasher Units | Washington County | Various | n/a | n/a | Install solar powered School Zone Flasher Units at various locations. Improves efficiency and safety. | \$250,000 | \$250,000 | \$15,000 | | \$235,000 | Went to bid Sept 10. Contractor on board. WaCo may need to add small contribution. |
| Washington County | Emergency Vehicle Signal Pre-emption | Washington County | Various | n/a | n/a | | \$320,000 | \$320,000 | \$10,000 | | \$310,000 | Combined for Construction phase: PS&E not yet to Reg 1. Bid date bumped to Dec 10 - possible. |
| Washington County | Pedestrian Countdown signals | Washington County | Various | n/a | n/a | | \$742,696 | \$742,696 | | | \$742,696 | |
| Wash. Co. | Washington County Traffic Signal Retiming | Washington County | Various | n/a | n/a | Retain consultants to evaluate signal timing, and make necessary changes to improve traffic flow, improve congestion, and air quality. | \$600,000 | \$600,000 | \$50,000 | | \$550,000 | Obligated. |
| Existing Projects to Expand Scope | | | | | | | | | | | | |
| Portland | 82nd Ave/Columbia intersection improvements | City of Portland | NE Columbia Boulevard | at intersection | - | Bridging Funding gap | | \$200,000 | \$200,000 | | | Obligated |
| Portland | NW 23rd Ave: Lovejoy - Burnside | City of Portland | NW 23rd Avenue | NW Lovejoy | NW Burnside | Bridging Funding gap | | \$432,000 | | | \$432,000 | Draft PS&E submitted, few adjustments needed. Bid date of Nov 3. |
| Cornelius | OR8: N 10th - N 19th Avenue | City of Cornelius | OR8 (Adair Blvd) | 10th Ave | 19th Ave | Utility connections, sidewalk repair and street furniture | \$50,000 | \$50,000 | | | \$50,000 | Obligated and spent. |
| Forest Grove | Forest Grove Pedestrian Improvements: 19th Ave - Pacific Ave | City of Forest Grove | | - | - | Curb, sidewalks, lighting and multi-use amenities | \$500,000 | \$500,000 | Local | | \$500,000 | Obligated under change order. |

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