

A G E N D A

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METRO

MEETING: METRO TECHNICAL ADVISORY COMMITTEE
DATE: February 3, 2010
DAY: Wednesday
TIME: 10:00 – 11:30* *Please note earlier ending time*
PLACE: Room 370A&B

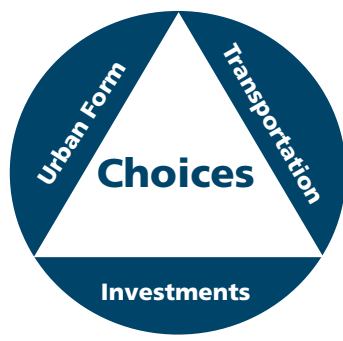
TIME	AGENDA ITEM	ACTION REQUESTED	PRESENTER(S)
10:00 a.m.	CALL TO ORDER AND INTRODUCTIONS		Chris Deffebach
1. 30 min.	Integrated Investment Strategy and Capacity Ordinance Timeline and Key Milestones <i>Objective: Review 2010 timeline</i>	Informational	Malu Wilkinson
2. 1 hour	Regional Transportation Plan Work Program and Functional Plan Revisions <i>Objective: Input on proposed approach for meeting mobility standards in the Oregon Highway Plan, identify revisions to transportation functional plan</i>	Discussion	Tom Kloster
11:30*	ADJOURN		

MTAC meets the 1st & 3rd Wednesday of the month. The next regular meeting is scheduled for February 17, 2010.

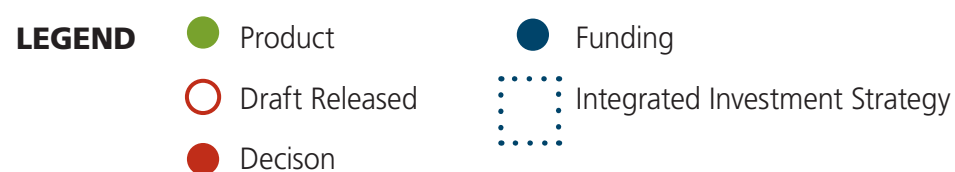
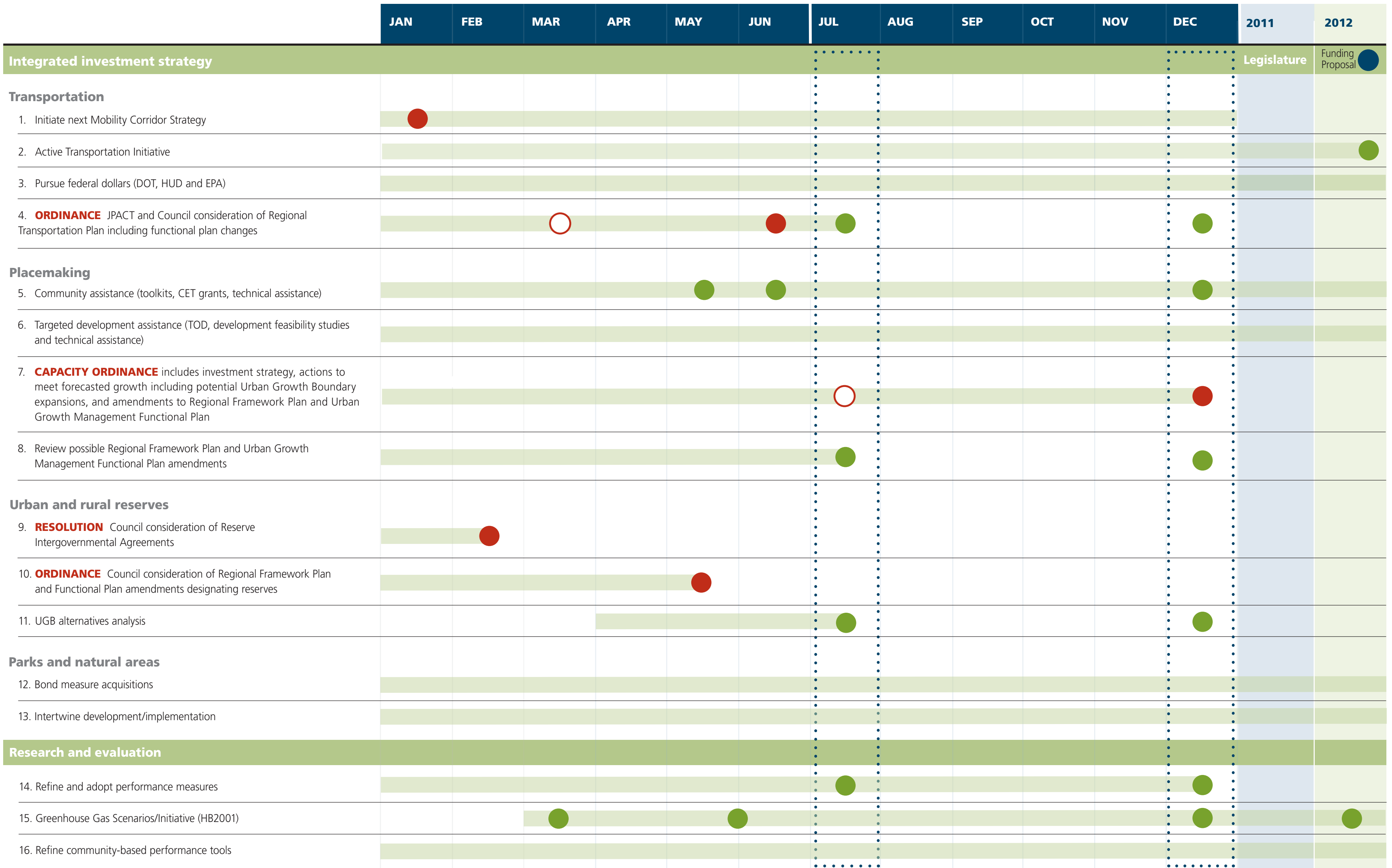
For further information or to get on this mailing list, contact Paulette Copperstone @ paulette.copperstone@oregonmetro.gov or 503-797-1562

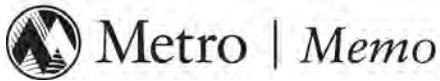
Metro's TDD Number – 503-797-1804

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MAKING THE GREATEST PLACE DRAFT Integrated investment strategy 2010-12





Date: January 26, 2010

To: TPAC, MTAC and interested parties

From: Kim Ellis, Principal Transportation Planner

Re: Regional Transportation Plan – Summary of Next Steps

BACKGROUND

The region is nearly finished with a major update to the Regional Transportation Plan (RTP). The third and final public comment period will be held from March 22 to May 6, 2010. A public hearing will be held on May 6, 2010. After considering public comment, the RTP will be considered for approval by the Joint Policy Advisory Committee on Transportation and the Metro Council on June 10, 2010.

The RTP proposes investing more than \$20 billion in local, regional, state and federal funds during the next 25 years to improve safety, freight reliability and travel choices for everyone, revitalize downtowns and main streets, create jobs, and reduce our region's carbon footprint. It provides for record levels of investment in transit, system management, bicycle and pedestrian-oriented projects. Furthermore, it sets ambitious targets for evaluating future transportation investments against greenhouse gas emissions targets and other targets for safety, equity, active transportation, freight and vehicle miles traveled.

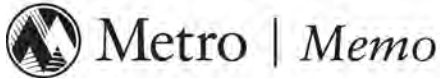
A summary of remaining activities is provided for reference.

- **January – February 2010:** Complete system analysis and conformity determination.
- **January – March 2010:** Develop draft **mobility corridor strategies** to document each corridor's function, needs and investment strategy to address identified needs. The strategies will be included in a new chapter of the RTP.
- **January - March 2010:** Develop **functional plan revisions** to direct how local governments should update their transportation system plans and projects to support 2040 implementation and meet other goals of the RTP. Staff proposes working with the Oregon Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD) to reach agreement on a menu of "safe harbor" actions to meet current Oregon Highway Plan alternative mobility standards for the Metro region. This work will be coordinated with development of the 20-year regional urban growth boundary capacity ordinance that also commits communities and the region to specific land use actions to minimize contributions to global warming and accommodate a majority of future growth within the current urban growth boundary.
- **January - March 2010: Measure greenhouse gas emissions** using the EPA-approved Mobile 6 and MOVES models as part of the final system analysis. The new MOVES model will better account for federal CAFÉ standards and anticipated changes to vehicle technologies.
- **January – June 2010:** Prepare an overall scope of work, budget and intergovernmental agreements to initiate the **climate change scenario planning** mandated by the 2009 Oregon Legislature in House Bill 2001.

ADVISORY COMMITTEE DISCUSSIONS TO FINALIZE THE 2035 REGIONAL TRANSPORTATION PLAN

A summary of upcoming milestones and advisory committee discussions is provided for reference.

Jan. 11 – Feb. 15, 2010	Conduct final system analysis and air quality conformity
Jan. 29, 2010	TPAC discussion on RTP work program and functional plan revisions
Feb. 4, 2010	MTAC discussion on RTP work program and functional plan revisions
Feb. 8, 2010	RTP work group discussion on draft functional plan revisions
Feb. 22, 2010	RTP work group discussion on draft functional plan revisions
Feb. 26, 2010	TPAC discussion on final draft RTP (including final system analysis and mobility corridor strategies) and functional plan revisions
March 3, 2010	MTAC discussion on final draft RTP and functional plan revisions
March 4, 2010	JPACT discussion on final draft RTP and functional plan revisions
March 10, 2010	MPAC discussion on final draft RTP and functional plan revisions
March 17, 2010	MTAC discussion on final draft RTP and functional plan revisions
March 22, 2010	Final 45-day public comment period begins
March 26, 2010	TPAC consultation on air quality analysis results; discussion on 2035 RTP
April 2010	JPACT/MPAC climate change retreat, including regional greenhouse gas inventory, House Bill 2001 scenario work program (date to be determined)
April 30, 2010	TPAC discussion on 2035 RTP
May 5, 2010	MTAC discussion on 2035 RTP
May 6, 2010	Final hearing; public comment period ends
May 13, 2010	JPACT discussion on 2035 RTP
May 19, 2010	MTAC final recommendation on 2035 RTP
May 26, 2010	MPAC discussion on 2035 RTP
May 28, 2010	TPAC final recommendation on air quality conformity and 2035 RTP
June 9, 2010	MPAC final recommendation on 2035 RTP
June 10, 2010	JPACT and Metro Council final action on air quality conformity and 2035 RTP
June 15, 2010	Joint 2035 RTP and 2010-13 MTIP air quality conformity submitted to U.S. DOT for review
	Final RTP submitted to DLCD in the manner of periodic review



Date: January 28, 2010

To: TPAC, MTAC and interested parties

From: Kim Ellis, Principal Transportation Planner

Re: Regional Transportation Plan – Proposed Alternative Mobility Standards Approach

BACKGROUND

The region is nearly finished with a major update to the Regional Transportation Plan (RTP). The RTP establishes an outcomes-based policy framework that supports the desired outcomes that are at the core of the 2040 Growth Concept. One aim of the RTP is to maintain highway performance as much as feasible while supporting the region's land use and transportation strategy for a compact urban form, freight reliability, reduced greenhouse gas emissions and other regional objectives.

The final RTP will indicate that many facilities in the region will no longer meet the current mobility standards. Local governments have indicated a desire to amend their comprehensive plans and zoning to further implement the 2040 Growth Concept. Uses allowed by the local plan amendments and/or zoning changes may generate more trips than uses allowed prior to the amendment and may cause transportation facilities to further exceed current mobility standards. The RTP analysis conducted to date does not provide a sufficient technical basis to recommend new alternative mobility standards for state facilities in the Metro region.

In September 2009, Metro and the Oregon Department of Transportation (ODOT) agreed to collaboratively develop a more comprehensive and tailored set of mobility standards and land use and transportation actions for the Portland region to address this issue. The Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC) and the Metro Council endorsed this approach in December 2009 as part of approving the RTP.

- **Attachment 1** includes the memo sent to the Oregon Transportation Commission that describes the proposed process and set of principles to guide this effort.
- **Attachment 2** summarizes a range of possible land use and transportation actions that have been identified to date in lieu of amending the RTP/Oregon Highway Plan mobility standards.

LEGAL CONTEXT

The RTP must be consistent with Statewide Planning Goals, the Transportation Planning Rule, the Oregon Transportation Plan (OTP), and by extension the Oregon Highway Plan (OHP) and other state modal plans. The RTP update itself and transportation system plan (TSP) updates are not plan amendments subject to the requirements of the Transportation Planning Rule (TPR), section -0060.

The intent of this effort was to develop alternative mobility standards to provide a process for subsequent local plan amendments that are consistent with the 2040 Growth Concept in order to meet the requirements of the TPR, section -0060. To be consistent with the OHP, and specifically with Policy 1.F.5, the RTP must document the extent of congestion on state facilities and develop a broad range of actions to "improve highway performance as much as feasible and avoid further degradation" on facilities that are expected to no longer meet the current RTP/OHP mobility standards.

PROPOSED APPROACH

Since December 2009, staff has been working with ODOT and Department of Land Conservation and Development (DLCD), and developed the following proposed approach:

Step 1: Document the location and extent of congestion and RTP system of improvements that will serve as the projected performance baseline for subsequent local plan amendments.

- The final RTP system analysis indicates that many segments of state highways and arterials between and passing through 2040 centers, industrial areas, corridors, station communities, main streets and employment areas will operate at levels that exceed the current mobility standards set forth in the RTP and in Table 7 of the OHP.
- This step would be adopted in Chapter 4 of the final RTP.

Step 2: Define a set of actions that, if enacted in local TSPs, comprehensive plans and/or zoning codes, would qualify for a “to be determined” vehicle trip reduction credit greater than 10 percent.¹

- The TPR, section -0060(6)², and OHP Policy 1F5³ identify possible actions to improve performance, avoid degradation, avoid a “significant effect” or mitigate a “significant effect,” including implementation of compact, mixed-use, pedestrian-friendly development.
- The possible actions are summarized in Attachment 2. Many of the possible actions also support and advance the High Capacity Transit System Expansion Policy and other RTP goals for increased walking, biking and use of transit, improved efficiency of the existing system, reduced greenhouse gas emissions and reduced per capita vehicle miles traveled.
- The possible actions could be used by local governments to meet current OHP mobility standards when updating their TSPs and/or amending their comprehensive plans and zoning, consistent with the 2040 Growth Concept.
- Some actions may need to be required in order to demonstrate that the RTP and TSP include all feasible actions to maintain performance of state highways. Others actions could be optional “safe

¹ TPR, section -0060(6) allows local governments to discount vehicle trips generated by compact, mixed-use, pedestrian-friendly development by 10 percent (below ITE Trip Generation Manual estimates), or more if justified. A recent study that included case studies from the Portland region demonstrated that a 30-50% reduction in vehicle trips could be achieved. The full study can be accessed at:

http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_128.pdf

² TPR, section -0060(2) possible actions (paraphrased):

- a. Take action to make allowable uses consistent with the planned function, capacity and performance standards;
- b. Amend the TSP to add improvement projects;
- c. Change land uses to reduce demand for auto travel;
- d. Modify the planned function, capacity or performance standards of the affected facility;
- e. Other actions, such as TSM, TDM or minor improvements.

³ OHP Policy 1F.5 possible actions (paraphrased):

- a. Reconfigure accesses to minimize traffic conflicts at intersections;
- b. Limit parking near signalized intersections;
- c. Coordinate signals to improve traffic progression;
- d. Re-locate driveways and improve local road connections to direct traffic away from intersections;
- e. Improve turning radii at intersections;
- f. Install raised medians to reduce traffic conflicts;
- g. Improve access to highway to minimize flow disruption;
- h. Favor land uses that generate less traffic or fewer trips at peak times.

harbor” actions that may be used when considering a plan amendment in order to avoid and/or mitigate a “significant effect” to a state highway.

- Staff could develop a methodology for conducting the TPR, section -0060 traffic analysis that includes specific trip reduction credits to apply to local plan amendments and/or zoning changes.
- The functional plan directs how local TSPs and plan amendments implement and are consistent with the RTP. Refinement of the menu of possible actions in Attachment 2 would be coordinated with development of the 20-year regional urban growth boundary capacity ordinance, land use efficiency measures and other urban growth management functional plan revisions in 2010.
- This step would be adopted as part of the transportation functional plan in June 2010 and other urban growth management functional plan revisions in December 2010.

Step 3: Re-examine current RTP/OHP mobility standards in the context of future corridor refinement plans.

- The RTP calls for future refinement plans to comprehensively consider land use as well as transportation solutions to address identified needs within a particular corridor. Corridor refinement plans typically include more detailed modeling and analysis than can be accomplished as part of an RTP update.
- Scoping work for the East Metro Corridor and Southwest Corridor refinement plans is underway.
- This step would be documented through future corridor refinement plan findings and recommendations, and will likely result in amendments to the RTP.

Step 4: Re-examine current RTP/OHP mobility standards in the context of House Bill 2001 scenarios planning.

- The region is about to conduct greenhouse gas reduction scenarios that will include more in-depth analytical work that can be used to refine mobility expectations in the region in a broader context.
- As they impact urban form, growth distribution and transportation performance, the land use efficiency measures and reserves designations adopted by the Metro Council in 2010 will be included in the scenarios work.
- Scoping work for the scenarios analysis is underway.
- This step would be documented through the House Bill 2001 scenarios findings and recommendations, and will likely result in amendments to the RTP.

OTHER FINDINGS

- Local governments address mobility standards in multiple phases of the development process – transportation system plans, comprehensive plan/zoning amendments as well as site design and transportation project development.
- In situations of severe congestion, where the 2-hour volume-to-capacity ratio exceeds .99, the current RTP/OHP mobility standards have become less meaningful, and safety, operations and reliability have become more important considerations.
- In some situations, mitigation actions required of local governments to address safety, operations or mobility standards do not support state and regional policies for multi-modal connectivity and higher-density development in mixed-use areas.
- Consistent with the OTP and the RTP, when current mobility standards are not met, the range of actions to maintain performance of the highway should include: provision of a network of arterial, collector, and local streets; provision of facilities and services for transit, walking, and bicycling; access management, operational strategies (e.g., signal timing, access management), transportation demand management (TDM) strategies (e.g., parking management, trip reduction programs), and land use strategies (e.g., density, mix of uses, urban design) to encourage walking, bicycling and use

of transit and reduce vehicle trips using state facilities. These solutions are not always considered and/or emphasized in the range of actions that are ultimately implemented.

IMPLICATIONS FOR CONSIDERATION

- This approach focuses on local plan amendments and zoning changes in mixed-use areas, however, the same “trip reduction” credits may be eligible for plan amendments or zoning changes that may be initiated in industrial or residential areas. The engineering community will need to embrace any trip reduction credits that may be assumed for purposes of the 0060 analysis.
- This approach does not reconcile differences between the OHP mobility standards for interchange ramps and mainline state facilities.
- This approach does not reconcile differences between the OHP mobility standards for planning and project development activities. Project development (e.g., preliminary engineering and design) standards are higher than TSP and plan amendment standards and lead to higher costs to fully eliminate all forecasted congestion.
- This approach does not change ODOT’s role in reviewing plan amendments and zoning changes or requiring traffic and safety mitigation through the development review and plan amendment process as provided for in TPR, section -0060.

NEXT STEPS

Preliminary input from TPAC and MTAC on the updated approach and menu of possible actions will inform a more thorough discussion of the region’s options for meeting the OHP mobility standards as part of the final RTP adoption in June and future local plan amendments that may cause transportation facilities to exceed mobility standards.

Feb. – March 2010	MTAC and TPAC, along with RTP work group identify actions and corresponding trip reduction credits that should be included in the transportation functional plan revisions
March – June 2010	MPAC, JPACT and the Metro Council review proposed actions; informal review by the Oregon Transportation Commission and Land Conservation and Development Commission
March – June 2010	RTP Ordinance includes transportation actions and directs staff to address land use actions in Land Use Capacity Ordinance
June 15, 2010	Final RTP submitted to DLCD in the manner of periodic review
July – Dec. 2010	Land Use Capacity Ordinance land use measures/ actions developed for consideration by the Metro Council in December 2010



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 1

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Portland, OR 97209-4019

(503) 731-8200

FAX: (503) 731-8259

DATE: September 29, 2009

TO: Oregon Transportation Commission

FROM: Jason Tell, Manager, ODOT Region 1
Robin McArthur, AICP, Planning and Development Director, Metro

SUBJECT: Metro Request for alternative mobility standards

File Code:

The Portland region is nearly finished with a major update to the Regional Transportation Plan (RTP). The updated RTP includes significant new policy and fiscal initiatives that will help the Portland region cope with rapid growth in the face of limited transportation funding. The plan sets forth a new, corridor-based strategy for protecting mobility on ODOT facilities that continues to support the Oregon Transportation Plan and Oregon Highway Plan, while also meeting regional objectives for managing growth and maintaining livability.

This new multimodal and multi-facility mobility corridor approach calls for tailored mobility standards that help achieve corridor-specific outcomes for economic development and community health, while protecting through-movements of statewide and interstate travel. The purpose of this memo is to inform the Commission of the collaborative work Metro and ODOT staff will undertake to develop a more comprehensive and tailored set of mobility standards in the Portland metropolitan area. This work will involve drafting alternative Oregon Highway Plan standards for OTC consideration in early 2010, leading to final adoption of the RTP in late spring. Metro and ODOT anticipate coming to the Commission in Winter 2010 with a presentation on the extent of the congestion problem and the proposed approach to resolving it, and again in the Spring of 2010 with proposed alternative mobility standards and a broad range of actions to maintain highway performance as much as feasible and avoid further degradation.

ODOT and Metro staff have outlined the following principles for drafting alternative mobility standards:

1. The RTP Mobility Corridors will serve as the alternative mobility policy framework.
2. Volume to capacity (V/C) will continue to be the primary measure of mobility for interstate highways and OHP freight routes.
3. Interim V/C standards may be developed for RTP "refinement plan corridors", where more analysis is needed to determine the modes, functions, mobility standards and other performance standards, and general locations of improvements. These are corridors where more planning is required to identify feasible transportation solutions -- five refinement plans are proposed in the draft RTP.
4. Mobility standards will be tailored for each mobility corridor.

OHP_Amendment_Memo.doc
9/29/2009

5. The V/C standards may be organized by peak hours and/or days, or by the duration of congestion within a given period.
6. Policy about the function of individual interchanges within the Metro region could be established.
7. The ability of ODOT to require traffic and safety mitigation through the development review and plan amendment process will be retained.
8. District and Regional Highways could be managed using multiple or graduated standards that help the region meet desired growth management goals along these routes.

As part of the remaining steps in completing the RTP update, the region will document the inability to meet the current mobility standards due to severe financial, environmental and land use constraints, together with the need to accommodate additional growth, leading to the need for alternative OHP mobility standards,. Metro and ODOT are working in coordination with local partners on all aspects of the new plan, including the development of mobility corridor strategies and alternative mobility standards.

As part of the findings of consistency with Actions 1F.3 and 1F.5 of the OHP, Metro and ODOT will develop a table of responses that includes a description of the region's and local jurisdictions' proposed actions to maintain performance of state highways as much as feasible, in the RTP as well as local TSPs, land use plans, and development approvals, with identification of responsibilities and a timeline for completion of this work.

DRAFT Menu of Possible Actions – Subject to Further Refinement

DISCUSSION DRAFT: 1/27/10

Existing Actions Required in Metro Functional Plans	Other Possible Actions	Affected Functional Plan Title(s)
<ul style="list-style-type: none"> - Parking ratios - Pedestrian accessways in large parking lots 	<ul style="list-style-type: none"> - Parking management plans/districts in centers and station areas - Shared parking credits - Parking pricing - Employer parking cash-out - Limit parking near intersections 	<ul style="list-style-type: none"> - UGMFP (Title 2) - UGMFP (Title 6)
<ul style="list-style-type: none"> - Local street connectivity in new residential and mixed use areas 	<ul style="list-style-type: none"> - Arterial connectivity - Retrofitting sidewalk and bike connectivity/network completion - Complete streets - Block size/length in centers 	<ul style="list-style-type: none"> - TFP (Title 3) - UGMFP (Title 6)
<ul style="list-style-type: none"> - Progress reports on center strategy - Adopt and map centers/2040 designation boundaries in local code - Residential unit and job targets for centers 	<ul style="list-style-type: none"> - Local adoption of plan and zoning consistent with 2040 designation - Incentives in local land use code to support redevelopment/infill in centers and corridors - Financial incentives in centers - Density targets - centers - Land use mix targets - centers - Limit auto-oriented uses in centers - Civic infrastructure in centers - Zoning incentives for affordable housing 	<ul style="list-style-type: none"> - UGMFP (Title 1) - UGMFP (Title 6)
<ul style="list-style-type: none"> - None 	<ul style="list-style-type: none"> - Limit large-format retail at interchanges 	<ul style="list-style-type: none"> - UGMFP (Title 4)
<ul style="list-style-type: none"> - Adopt Non-SOV modal targets and show progress through RTP updates - Consider amendments to achieve targets 	<ul style="list-style-type: none"> - Update modal targets in centers - Expand to include other targets (e.g. GHGs, mode share, vmt/capita) 	<ul style="list-style-type: none"> - UGMFP (Title 6) - TFP (Title 1)
<ul style="list-style-type: none"> - Transit oriented development (building orientation) 	<ul style="list-style-type: none"> - Design standards - Bike/ped orientation - Bicycle parking at transit stops, and other activity centers - Connectivity to transit stops - Density targets – proximity to station areas, HCT, Frequent Bus 	<ul style="list-style-type: none"> - UGMFP (Title 6) - TFP (2004 RTP, Chapter 6)

UGMFP = Urban Growth Management Functional Plan

TFP = Transportation Functional Plan

Existing Actions Required in Metro Functional Plans	Other Possible Actions	Affected Functional Plan Title(s)
	and Streetcar - Siting of transit intensive land uses within certain proximity to station areas, HCT, Frequent Bus and Streetcar	
- Allow regional street design guidelines to be implemented	- Street design standards - Access management - Green infrastructure elements	- TFP (Title 4)
- Consider demand management programs (e.g., TMAs, Transit Pass programs)	- Expanded TDM programs in areas within certain proximity to station areas, HCT, Frequent Bus and Streetcar - Employer-administered TDM programs	- TFP (Title 1)
- Consider TSMO strategies	- Signal timing - Arterial corridor management - Transit priority treatments at intersections - Expanded TSMO strategies (to be defined through Oregon Research Grant)	- TFP (Title 1)