JOHN A. KITZHABER
GOVERNOR

October 15, 1997

Chairman Henry Hewitt &
Members of the Commission
Oregon Transportation Commission
900 SW 5th Avenue
Portland, OR 97204

Dear Chairman Hewitt:

In light of the failure of the funding package at the legislature, we are faced with the reality that we have considerably less revenue than previously thought and currently needed. As you know, the Oregon Transportation initiative identified maintenance and preservation of our highway system as our highest priority. We need to do all we can to ensure that our investment in the existing transportation system is protected and wisely managed.

This situation must be acted upon immediately, I applaud the Commission's efforts to adjust the development section of the Statewide Transportation Improvement Plan (STIP) to reflect a smaller stream of future revenue. In setting this new course, it is important that we honor all existing project commitments. Still, we must be willing to pursue a new course and work to implement a plan, which maximizes the life of the existing transportation investments. If there is no legislative action forthcoming to provide sufficient funds for both modernization as well as maintenance and preservation, I will seek repeal of ORS 366.507 to eliminate the legislative mandate to earmark funds for modernization projects when projections show they cannot be supported from a fiscally responsible standpoint.

I therefore recommend to the Commission the following course of action:

1. Submit STIP to FHWA as planned with $228 million in Capital.

2. Plan the next STIP update to retain capital expenditures in Years 2000 and 2001, but plan only for preservation work in 2002 and 2003.

3. Eliminate all ODOT capital projects from the development section. The Commission was planning to eliminate a sizable amount of the $500 million in projects. I recommend you eliminate all state modernization projects in order to ensure that preservation and maintenance work is sustained over time.

I encourage the Commission to pursue any and all additional measures, which would direct and maximize all revenues toward preservation efforts, thus assuring protection to our existing investment in the state's transportation infrastructure.

Please keep me informed as you work your way through this process.

Sincerely,

John A. Kitzhaber, M.D.

JAK/tl

WORK TYPE	SECTION NAME	ROUTE	CONST COST (X000)	WORK DESCRIPTION
Modernization	209TH AVE - 172ND AVE	OR-10	$13,488	WIDEN TO FOUR LANES WITH A CONTINUOUS LEFT TURN LANE.
Modernization	BEAVERTON/TIGARD HWY - CAMELOT INCHGE	US-26	$8,625	ADD THIRD LANE (EB) , & NOISE WALLS, REMOVE WILSHIRE ON-RAMPS, CLOSE LOCAL ACCESSES
Modernization	SUNSET HWY - TUALATIN VALLEY HWY (NB)	OR-217	~~$32,849~~ 27m	WIDEN HIGHWAY AND STRUCTURE AND COMPLETE RAMP WORK.
Modernization	ALBINA RAILROAD OVERCROSSING		$3,200	ELIMINATE AT-GRADE CROSSING IN THE ALBINA DISTRICT
Modernization	CAMELOT INTCHG - SYLVAN INTCH (PHASE 3)	US-26	$23,759	RECONST. SUNSET HWY. MAIN LINE, REPLACE CANYON RD X'ING , ADD THIRD LANES
Modernization	MURRAY ROAD - HWY 217	US-26	$11,790	WIDEN ROADWAY TO SIX LANES. ADD BRAIDED RAMPS WB FROM HWY 217.
Modernization	SWEDETOWN - LOST CREEK	US-30	$6,292	HIGHWAY RECONSTRUCTION
Modernization	HWY 224 - RIVER ROAD (MILWAUKIE)	OR-99E	$1,934	RECONSTRUCT 99E INCLUDING CURBS, SIDEWALKS & BIKE LANES
Modernization	COLUMBIA/KILLINGSWORTH CONNECTION	US-30B	$18,439	REALIGN INTERSECTION
Modernization	SUNRISE CORRIDOR (PHASE 1)	OR-224	$42,640	CONSTRUCT NEW ALIGNMENT FROM I-205 TO ROCK CREEK.
Modernization	PACIFIC HWY @ HWY 217 (KRUSE WAY) UNIT 2	I-5	$20,569	RECONSTRUCT RAMPS AND LANE CONFIGURATIONS.
Modernization	ZIG ZAG - RHODODENDRON	US-26	$5,225	WIDEN SECTION TO FOUR LANES.
Miscellaneous	HARLOW SOUNDWALL	I-105	$838	ODOT SHALL ATTEMPT TO CONSTRUCT THE SOUNDWALL IN 1999.
Modernization	W 11TH ST - GARFIELD ST (EUGENE) UNIT 1 PART B	OR-126	$24,000	4-LANE NEW CONSTRUCTION
Modernization	W 11TH ST - GARFIELD ST (EUGENE) UNIT 2 PART B	OR-126	$5,826	CONSTRUCT REMAINING TWO LANES
Modernization	W 11TH ST - GARFIELD ST (EUGENE) UNIT 2 PART A	OR-126	$24,000	CONSTRUCT TWO LANES OF FUTURE LANE ROADWAY BETWEEN W 11TH AND BELTLINE.
Modernization	POTERF CREEK - POODLE CREEK	OR-126	$9,765	CONSTRUCT PASSING LANES, IMPROVE VERTICAL/HORIZONTAL ALIGNMENT, WIDEN SHOULDERS.
Modernization	COTTAGE GROVE INTERCHANGE	I-5	$499	INTERCHANGE IMPROVEMENTS
Modernization	PIONEER MOUNTAIN - EDDYVILLE	US-20	$66,757	REALIGN AND REBUILD HIGHWAY.

Modernization	WEST ENTRANCE SWOCC - OCEAN BLVD (COOS BAY)		$1,841	CONSTRUCT FOUR LANES TO MATCH SECTIONS ON EACH END AND CONSTRUCT LEFT TURN REFUGES.
Modernization	WINCHESTER BAY SECTION	US-101	$1,196	CHANNEL PEDESTRIAN TRAFFIC ACROSS HWY 101, CLOSE OFF ACCESS TO 101 EXCEPT 8TH & 9TH.
Modernization	PACIFIC HIGHWAY - OR-99	I-5	$1,538	WIDEN BEAR CR BR, IMPROVE SOUTH VALLEY VIEW ROAD. (JURISDICTIONAL EXCHANGE)
Modernization	4TH STREET - WALKER AVE (ASHLAND)	OR-99	$1,001	WIDEN ROADWAY TO PROVIDE BIKE LANES.
Modernization	WINSTON INTERCHANGE EX 119	I-5	$1,997	STUDY DESIGN ALTERNATIVES
Safety	SISKIYOU REST AREA REPLACEMENT	I-5	$1,997	BUILD A NEW REST AREA
Modernization	SCHOFIELD ROAD - LUDER CREEK (EB&WB)	OR-38	$866	CONSTRUCT EASTBOUND AND WESTBOUND PASSING LANES.
Modernization	HIGHWAY 238 - JACKSON STREET, UNIT 2	OR-238	$4,608	EXTEND MCANDREWS RD FROM NORTH ROSS LANE TO NEW JUNCTION WITH EXISTING JACKSONVILLE HIGHWAY.
Modernization	CHROME PLANT - CEDAR POINT ROAD(STAGE2)	OR-42	$11,022	CONSTRUCT FOUR TRAVEL LANES WITH LEFT TURN LANES
Modernization	JACK CREEK - HAYHURST ROAD	OR-38	$3,861	WIDEN ROADWAY, WIDEN STRUCTURE, IMPROVE ALIGNMENT AND OVERLAY SECTION.
Modernization	HIGHWAY 62 CORRIDOR SOLUTIONS	OR-62	$17,323	NORTH MEDFORD INTERCHANGE - ROUTE 140
Modernization	SOUTH MEDFORD INTERCHANGE	I-5	$18,190	STUDY DESIGN ALTERNATIVES
OPERAT	HWY 26 CLIMBING LANE	US-26	$3,634	DEVELOP CLIMBING LANE ALTERNATIVES
Modernization	JCT KLAMATH FALLS/LAKEVIEW HWY - LOST RIVER	OR-39	$4,795	WIDEN ROADWAY.
Modernization	MODOC POINT - ALGOMA	US-97	$8,222	DEVELOP FINAL PLANS TO ADDRESS ALIGNMENT ISSUES & ROCKFALL AREAS.
Modernization	11TH ST.- REDMOND ECL (HIGHLAND EXTENSION)	OR-126	$6,308	WIDEN AND REALIGN ROADWAY.
OPERAT	WICKIUP O'XING	US-97	$5,593	REALIGN HWY 97 EAST OF WICKIUP JCT & CONSTRUCT RR OVERCROSSING
Modernization	Austin Jct. - Baker County Line	US-26	$9,097	REALIGN AND WIDEN ROADWAY, AND CONSTRUCT CLIMBING LANES
Modernization	La Grande Corridor Transportation Improvements	OR-82	$2,200	SIGNALS, INTERHCANG RE-CONSTRUCTION MEDIAN BARRIER, AND FRONTAGE ROAD CONNECTORS
Modernization	20th Street Extension (Pendleton)	OR-37	$4,583	EXTEND 20TH ST. TO US 30 (WSTGT), WIDEN ROADWAY BETWEEN FRAZER & US 30 AND BRIDGE WORK
Modernization	Webb Slough-Cooper Creek	US-395	$12,694	REALIGN AND WIDEN EXISTING ROADWAY, OVERLWAY AND CONSTRUCT CLIMBING LANES.
		GRAND TOTAL	$503,031	

Return to Press Releases

WASHINGTON
COUNTY,
OREGON

Handout

Chairman Henry Hewitt and
Members of the Commission
Oregon Transportation Commission
900 SW Fifth Avenue
Portland, OR 97204

RECEIVED

Dear Chairman Hewitt,

We have received a copy of the Governor's October 15 letter urging you to address the failure of the funding package at the legislature by dedicating all future revenues after 2001 to State Highway preservation and maintenance. We have some significant concerns regarding the impact to the transportation system in Washington County should the State pursue this course.

We certainly appreciate the difficulty of your position, and recognize the tough choices that need to be made in addressing the range of transportation needs in the state with resources that seem to be chronically inadequate. This has been a particular challenge in recent years, when growth has challenged the safety, capacity and physical condition of our transportation system and funding available to address these problems has remained essentially flat.

We are concerned that we, as a State, do not respond to the current financial circumstances before we clearly discern the impacts of our actions on the very different regions of the State, and on our cities and counties. In Washington County, where growth has been high relative to other parts of the State and the region, the cost of foregoing modernization projects on State and Federal roadways that would enable our system to keep pace with growth would be extreme.

Given the uneven impacts of growth on the transportation system, we suggest that an approach that limits expenditures to a type of activity -- system preservation and maintenance, in this case -- does not adequately consider the severity of impacts across the broad range of system needs, the immediate impacts on systems users, or the perhaps less immediate, but still very serious impacts on the Region and State's economy.

We are also concerned about the potential impact of this proposal on established state, regional and local priorities. The Westside Corridor Project is a good example. The Westside Corridor Project has for more than a decade been identified as the "highest transportation priority" for the Portland metropolitan region by the Region (Metro) and by the State (ODOT). In Senate Bill 573, which was adopted by the 1991 Legislative Assembly and lays out and describes the importance of this project, the Oregon Departments of Environmental Quality and Energy are also identified as having vital interests in the project.

The Westside Corridor Project is not just a light rail line to Hillsboro. The highway system improvement portions of the project, which are scheduled to continue well into the next decade, must be completed as promised if voters of this region are going to be asked to fund any future LRT projects. These include:

- Widening the Sunset Highway from OR-217 to the Camelot Interchange;
- Widening OR-217 Northbound from the Canyon Road to the Sunset Highway;
- Widening of US-26 to six lanes from OR-217 to Murray Boulevard, and adding braided ramps to accommodate westbound movements from OR-217.
- Reconstruction of US-26 and addition of a third lane in each direction between the Sylvan and Camelot Interchanges (Phase 3)

Unit 2 of a project to address problems at the I-5/Hwy. 217 Interchange, perhaps the most congested in the State, is another example of a project that could be compromised by a cancellation of modernization projects after 2001. Before we are willing to absorb the impacts of a significant delay in addressing problems at this location, we should understand the tradeoffs between a reduction in the modernization budget that prevents this project from happening and reducing the preservation and maintenance budget by a like amount?

In closing, our primary concern is that the high priority modernization projects that we desperately need to keep up with system demands are completed in a timely manner. As it is, we are behind. Secondly, we are concerned that we as a State do not make a major decision based upon general priorities for categories of transportation system activities without fully analyzing the impacts of doing so. Before we take an action of this magnitude, we should be clear about its impacts on Oregonians who use the transportation system and whose jobs depend upon the economy that the transportation system supports.

Thank you for your attention,

Linda Peters

Linda Peters, Chair
Board of Commissioners

cc: Washington County Legislative Delegation
Washington County Coordinating Committee
Multnomah and Clackamas Counties
City of Portland
Metro
JPACT, Chair

City of Newberg

City Manager
(503) 538-9421

City Attorney
(503) 537-1208

414 E. First St.
Newberg, Oregon 97132

City FAX
(503) 538-5393

November 4, 1997

Henry Hewitt, Chair
Oregon Department of Transportation Commission
135 Transportation Building
Salem, Oregon 97310

Subject: Newberg City Council Support for Continuing By-pass Study

Dear Chair Hewitt:

The City Council at their City Council meeting held on November 3, 1997 approved Resolution No. 97-2079. This resolution states the City Council's continuing support for the Newberg/Dundee Transportation Improvement Project by requesting that the OTC fund the next step which would include the environmental study.

The City has made many efforts over the past ten years to prepare the community for the by-pass. Newberg had one of the first Transportation System Plans developed in the State of Oregon. A key component of the City's Transportation System Plan was to identify a route for the by-pass. Many public hearings were held and lots of input was received from community residents regarding a location and timing of this much needed facility.

During the past nine months, I have had the privilege of participating in the pre-environmental impact statement study process. Much of the data developed to date will be used to shape the environmental study and it is critical that we maintain our momentum on this important project. Community residents with whom I have spoke expressed great disappointment if the project is not allowed to continue.

Governor Kitzhaber has identified the serious funding problem the State of Oregon and Oregon Transportation Commission face in the future. The Newberg/Dundee by-pass is different from other projects in that this community has gotten legislators to provide special funding for at least 50% of the project through tolls. I understand the funding problems faced by the State and by ODOT, but now is not the time to withdraw from project development. As public leaders, we

have a responsibility to set the agenda by continuing to inform the public about how projects are created and built.

During these difficult times, I and the City Council wish to express our appreciation to yourself, ODOT staff, Director Grace Crunican for her patience and leadership and to the ODOT staff, particularly in the Economic Partnership Unit. We appreciate your continuing concern for the Newberg traffic problems and look forward to working with ODOT on resolving the funding crisis for the Newberg/Dundee by-pass study.

Sincerely,

Duane R. Cole
City Manager

DRC/bjm

pc. Grace Crunican, ODOT Director
Dave Haugeberg, Chair Yamhill County Parkway Committee
Mayor and City Council
Terrence Mahr, City Attorney
Mike Soderquist, Community Development Director
Larry Anderson, Project Engineer

tr/toll/hewitt.ltr

bcc: Mike Burton, Metro
Yamhill County Commissioners
Kent Taylor, City of McMinnville
Mike Sauerwein, City of Sheridan
Sue Hollis, City of Dayton
George Lewis, City of Dundee

Resolution No. 97-2079

A RESOLUTION SUPPORTING FURTHER STUDY OF THE OPTIONS DEVELOPED BY THE PROJECT ACTION COMMITTEE AND APPROVED BY THE PROJECT OVERSIGHT STEERING TEAM FOR THE NEWBERG-DUNDEE TRANSPORTATION IMPROVEMENT PROJECT; AND REQUESTING FUNDING TO COMPLETE THE ENVIRONMENTAL STUDY

Recitals:

1. The City of Newberg City Council has consistently supported the Oregon Department of Transportation efforts to address the traffic problems in Newberg and through Resolution No. 88-1301 supported a by-pass.

2. Traffic problems in Newberg have consistently been the number one concern of city residents in every survey of citizens taken during the past 10 years.

3. The City Council has supported ODOT's recent effort to limit and identify options to study ways to solve the traffic problems.

4. The City Council has received a report from ODOT on the options being considered for further study in an Environmental review process.

5. The City of Newberg has consistently been pro-active in addressing transportation needs by being one of the first cities in the State to complete a Transportation System Plan under the Transportation Planning Rule and the Plan identified the by-pass route inside the City Limits. The City Transportation System Plan was adopted by the City Council in June of 1994 and was paid for with city funds at a cost of approximately $75,000.

NOW THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF NEWBERG AS FOLLOWS:

1. The City Council supports continuing the Newberg-Dundee Transportation Improvement Project by requesting that the OTC fund the next step which would include the environmental study.

2. The City Council supports continuing to study all of the options forwarded to the OTC including the Regional By-pass, Southern By-pass, Transportation Management, and Inter-urban Rail.

3. The City Council requests the opportunity reconsider its support for continuing the process if any of the recommended options are eliminated from further study at this time. The Council expresses concern that insufficient information is currently available on the impacts of any of these options to eliminate them from further consideration at this time.

4. The City Council expresses our appreciation to the Commission Chair Henry Hewitt for his continuing concern for the Newberg traffic problems, Commission members for continuing to authorize ODOT staff to help with the project, ODOT Director Grace Crunican for her patience and leadership she continues to provide ODOT and the development of this project, and to the ODOT staff in particular the Economic Partnerships Unit who's efforts on this project have brought the process to this critical point.

5. The City Council requests that the OTC authorize funds to continue with the environmental study on the Newberg-Dundee Transportation Improvement project.

Adopted by the Newberg City Council this 3rd day of November, 1997.

Duane R. Cole, City Recorder

Attest by the Mayor this 4 day of November 1997.

Donna Proctor, Mayor

Tr/toll/rcato197.wpd

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1794

METRO

Date: November 5, 1997

To: JPACT

From: Andrew Cotugno, Transportation Director

Subject: Summary of Comments Received to Date About Version 2.0 of Chapter 2 (Transportation) of the Regional Framework Plan (*dated September 18, 1997*)

Attachment "A" presents a summary of issues and public comments identified to date related to Version 2.0 of Chapter 2 (Transportation) of the Regional Framework Plan (as approved at the joint MPAC/JPACT meeting on September 17). For each comment, included is a discussion of the issue and a staff recommendation. The comments have been organized into two sections:

- Discussion Items (Key issues that warrant further JPACT discussion)
- Consent Items (Other issues to be approved collectively by consent. These items are primarily minor edits to Chapter 2 or clarification of existing language)

Attachment "B" to this memo incorporates proposed amendments to Version 2.0 of Chapter 2 (Transportation) of the Regional Framework Plan (as approved at the joint MPAC/JPACT meeting on September 17). The proposed amendments reflect all staff recommendations included in Attachment "A." The document, dated November 5, is presented in engrossed format (strike and underline) and will be referred to as Version 3.1.

****

CC: MPAC
TPAC
MTAC

DISCUSSION ITEMS

1) Amend Policy 2.5, Transportation Finance, to add a policy that links consideration of regional street design guidelines to regional funding approval through Transportation Improvement Program (TIP) criteria. Transportation funding should be given to those jurisdictions that are actively and aggressively implementing the 2040 Growth Concept. (Charlie Hales, City of Portland)

   Staff Recommendation: Staff recommends using financial incentives through TIP criteria to leverage consideration of regional street design guidelines. Further consideration should be given to what detailed funding criteria should be used to developed the TIP and financially constrained RTP. Policy 2.5.1. in Chapter 2 already states, "Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs." This policy addresses the variety of elements identified in regional transportation policies, including but not limited to the regional street design concepts. As such, an amendment to Chapter 2 is not necessary, but further work on criteria for setting priorities in the TIP and financially constrained RTP would be appropriate.

2) Amend Policy 2.11.5. on page 90 to make regional street design guidelines required, rather voluntary. Therefore, recommend the following text revision, "To implement regional street design policies, Metro shall adopt ~~consider non-binding guidelines~~ standards and modal priorities contained in "Creating Livable Streets: Street Design for 2040."(Rex Burkholder, Bicycle Transportation Alliance)

   Staff Recommendation: Disagree. One of the key findings of the Street Design Work Team was that many local jurisdictions have already adopted, or are developing, street design ordinances that will help to implement the 2040 Growth Concept. In recognition of these efforts, staff supports implementing the regional street design concepts as guidelines rather than standards.

3) Amend Policy 2.11.5. on page 90 to adopt the regional street design guidelines as requirements, rather voluntary, non-binding guidelines. (Dick Schouten and Meeky Blizzard, Sensible Transportation Options for People and John Hammond, 10/16/97 Metro Council Public Hearing)

   Staff Recommendation: Disagree. See previous comment.

4) The Motor Vehicle Level of Service Deficiency Table should not be included in Chapter 2. (Gussie McRobert, City of Gresham)

   Staff Recommendation: Agree. The Motor Vehicle Level of Service Deficiency Table is not intended to be included in Chapter 2. Rather the table is proposed to be included, as optional, on line 276 of Title 6 of the Urban Growth Management Functional Plan.

5) Amend Policy 2.28, Motor Vehicle-Level-of-Service, to clarify the reasons for reducing motor vehicle level-of-service. (TPAC, 10/31/97)

Staff Recommendation: Agree. Amend Policy 2.28 as follows,

The Regional Transportation Plan shall provide specific thresholds, as appropriate, to ensure that the economic vitality of any given area is protected from unacceptable levels-of-service occurring outside of normal peak periods of congestion. The appropriate motor vehicle level-of-service shall correspond to categories of design types defined in the 2040 Growth Concept and will be balanced against the alternative mode split target established for the various design types. A variable motor vehicle level-of-service will also enable the region to ensure that:

- limited resources are allocated to the most critical motor vehicle projects in the most critical areas
- limited resources remain to fund alternative mode projects and projects that best leverage the 2040 Growth Concept
- when road projects are recommended, they are sized consistent with the availability of limited resources, appropriate to the applicable 2040 design type and consistent with alternative mode split targets.

6) Amend Policy 2.28, Motor Vehicle Level-of-Service, to clarify the distinction between system level planning and project level planning in terms of what actions a local jurisdiction must consider. (Joint TPAC/MTAC work session, 10/10/97)

Staff Recommendation: Agree. Amend Policy 2.28 to add,

A transportation need is identified when a particular transportation standard or threshold has been exceeded either through a land use action or projected travel demand. Subsequent to the identification of a need, an appropriate transportation strategy or solution is generally identified through a two-phased multi-modal planning and project development process. The first phase is multi-modal system-level planning that examines a number of transportation alternatives over a larger geographic area such as a corridor or sub-area, or through a local or regional Transportation System Plan (TSP). The purpose of the TSP step is to determine the best mode and corridor to pursue in addressing an identified need after considering alternative modes and corridors. The second phase is project-level planning (also referred to as project development). The purpose of project-level planning is to develop design details and consider potential environmental impacts for the recommended mode and corridor identified during multi-modal system-level planning.

In addition, staff recommends deleting the following text on pages 101-102 because implementation of this policy is more appropriately detailed in Title 6, Section 4 of the Urban Growth Management Functional Plan:

~~Projects or strategies, as appropriate, may be developed and proposed to address unacceptable levels of congestion, consistent with Sections A and B, below.~~

~~**A. Transportation Systems Analysis**~~

~~Congestion and growth management actions shall be considered at the appropriate system planning level. System planning is defined as regional or local transportation system plans (TSPs), multi-modal corridor and sub-area studies, mode specific plans or special studies.~~

~~1. To address congestion actions, Metro shall consider:~~
~~a. regional transportation demand management strategies~~
~~b. regional transportation system management techniques, including Intelligent Transportation Systems (ITS)~~
~~c. High Occupancy Vehicle (HOV) strategies~~
~~d. transit, bicycle and pedestrian improvements to improve mode split~~
~~e. congestion pricing~~

~~2. To address growth management actions, Metro shall consider:~~
~~a. consistency with regional land use and mode split policies~~
~~b. latent demand effects from other modes, routes or time of day~~
~~c. "downstream" transportation effects resulting from a proposed action~~

~~**B. Transportation Project Analysis**~~

~~For Metro to add a significant capacity expansion to a regional motor vehicle facility, the following actions shall be applied, unless a defined capacity expansion (need, mode, corridor and function) is included in the Regional Transportation Plan:~~

~~1. To address level of service, Metro shall implement the following:~~
~~a. transportation system management techniques~~
~~b. corridor or site-level transportation demand management techniques~~
~~c. additional motor vehicle capacity onto parallel facilities, including the consideration of a grid pattern consistent with connectivity standards contained in Title 6 of the Urban Growth Management Functional Plan~~
~~d. transit, bicycle and pedestrian improvements to improve mode split~~

~~2. To address preservation of motor vehicle function, Metro shall implement the following:~~
~~a. traffic calming~~
~~b. change the motor vehicle functional classification, consistent with the Regional Transportation Plan~~

~~3. To address or preserve existing street capacity, Metro shall implement the following:~~

~~a. transportation system management techniques (e.g. access management, signal interties, lane channelization)~~

~~4. To address regional street design policies, Metro shall consider non-binding guidelines contained in "Creating Livable Streets: Street Design Guidelines for 2040" (1997) and other non-binding resources~~

7) Amend Policy 2.30. to increase the number of street intersections per mile to shorten the length of blocks and thereby encourage walking, biking and transit use. (John Hammond and Meeky Blizzard, 10/16/97, Metro Council Public Hearing)

Staff Recommendation: Disagree. Policy 2.30. establishes 10 street intersections per mile as a minimum range to optimize the effect of local street connectivity on traffic flow. The policy supports more local street connections (at least 16 connections per mile) in the highest density mixed-use centers where it is most important to encourage walking, biking and transit use. Proposed amendments to Title 6 of the Urban Growth Management Functional Plan reflect the minimum part of the local street connectivity range but not the maximum end of the range.

8) Amend the Freight System Map (version 3.0) to delete the Water Avenue ramp to I-5 southbound. (PDOT, 10/16/97)

Staff Recommendation: Disagree. Metro Council Resolution 94-1890A (January 27, 1997) supports retaining the Water Avenue Ramp in the Regional Transportation Plan. Resolution 94-1890A cut State Transportation Improvement Program (STIP) funding for the Water Avenue Ramp project, in addition to other transportation projects. However, the resolution also specified that the ramp be retained in the Regional Transportation Plan and development program, and provided that an alternate to the Water Avenue Ramp could be considered if requested. If built, the ramp would support the freight network with access to I-5 southbound and could replace the freight connector route designation on the Morrison Bridge and Front Avenue.

9) Amend Regional Highways Corridors map (Figure 2.7) to add the following: Highway 99W to I-5, the Sunrise Corridor, US 26 entering the eastern UGB, US 30 entering NW Portland and the Mt. Hood Parkway. (Joint TPAC/MTAC work session, 10/10/97)

Staff Recommendation: Agree. Amend as requested. In addition staff recommends adding the following text to Policy 2.28 to reflect those additions:

"...Regional Highway Corridors are defined as I-84, I-205, I-5, I-405, US 26, OR 217, OR 224, 99E, 99W connecting to I-5 in Tualatin, the Sunrise Corridor, US 26 entering the eastern edge of the UGB, US 30 entering NW Portland, the Mount Hood Parkway, Marine Drive from I-5 to T-6 terminal, Going Street from I-5 to Swan Island and Airport Way from I-205 to Portland International Airport..."

10) Delete parenthetical reference to "Chapter 1" (of the RTP) on page 77, paragraph 2. This reference may be confused with Chapter 1 of the Regional Framework Plan. (Metro General Counsel, 11/5/97)

Staff Recommendation: Agree. Amend as requested.

11) Amend Table 1 on page 75 to include fourth carbon monoxide monitoring location (SE 58th Avenue/Lafayette Street in Portland). (Howard Harris, DEQ)

Staff Recommendation: Agree. Amend as requested.

12) Amend fourth sentence on page 75 to read, "Any TCMs identified as control strategies in the SIP are to be included ~~in~~ in Metro's Transportation Improvement Program and the Regional Transportation Plan..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

13) Amend the second heading on page 73 to read, "Federal M~~m~~andates." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

14) Amend the second paragraph, third sentence on page 74 to read, "the 2040 Growth Concept ~~land use framework~~..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

15) Amend the first paragraph on page 75 to include the following sentence, "...(Milwaukie High School). There was no violation of the summer ozone standard in 1997." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

16) Amend the heading on page 75 to read, "State Mmandates." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

17) Amend the first paragraph, under "State mandates" on page 75 to read, "The Oregon Transportation Planning Rule (TPR) focuses on the link between land use and transportation. It and intends to ensure that planned transportation systems support land use plans and travel patterns to that achieve the state goal of compact, highly livable urban areas...Cities and counties Local jurisdication...The TPR also requires that city and county local transportation plans include policies that promote completion of local street networks." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

18) Amend the first paragraph, under "Regional Mandates" on page 76 to read, "With adoption of the 1992 Metro Charter by voters of the region, Metro was directed to complete a Future Vision. The fifty-year Future Vision statement that resulted from this mandate includeds many references as to the importance of transportation." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

19) Amend the second paragraph on page 76 to read, "...the Urban Growth Management Functional Plan (see Appendix A) and the 1992 Regional Transportation Plan (RTP). The Regional Urban Growth Goals and Objectives (RUGGOs) were are Metro's regional goals and objectives required by state law. in response to direction by the Oregon Legislature to develop regional land use goals and objectives First adopted in 1991 revised in 1995 and acknowledged by the Land Conservation Development Commission (LCDC) in 1996, tThe RUGGOs...The RUGGOs goals and objectives, including the 2040 Growth Concept, are also provide the policy framework for guiding Metro's regional planning program..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

20) Amend the first paragraph on page 77 to read, "Existing RUGGOs policies related to transportation...Transportation policies contained in this chapter of the Regional Framework Plan integrate existing RUGGOs policies and policies developed as part of the current Regional Transportation Plan update to become Chapter 1 of the 1998 RTP. Many of these in addtion, new policies were created for the Regional Framework Plan to that address mandates in ISTEA..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

21) Amend the second paragraph on page 77 to read, "Likewise, the 1998 Regional Transportation Plan ~~is being updated to~~ will respond to the same federal and state requirements and ~~to~~ define a balanced, multi-modal transportation system that supports the ~~Region~~ 2040 Growth Concept...These new policies as amended with the adoption of this Regional Framework Plan will be used to direct and define specific improvements to the regional transportation system for the next 20 years...The plan update is expected to be completed in June ~~March~~ 1998. ~~The analyses from this update may result in revisions to this chapter.~~" (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

22) Amend the third paragraph on page 77 to read, "~~Regarding~~ T~~t~~he relationship of the Regional Transportation Plan (RTP) policies to the Regional Framework Plan establishes policies is that the RTP implements this chapter of the Regional Framework Plan ~~establishes policies for Metro~~. Separate functional plans, like the RTP, will clearly identify the role that cities and county plans ~~local governments~~ will play in implementing this Regional Framework Plan ~~plan~~. (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

23) Amend the last sentence of the fourth paragraph on page 77 to read, "Theis chapter of the Regional Framework Plan will not include objectives and performance measures." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

24) Amend the first sentence of the fifth paragraph on page 77 to read, "This chapter of the Regional Framework Plan will be implemented through the 1998 Regional Transportation Plan...once the current update is complete. In the interim, Title 2 and Title 6 of the Urban Growth Management Functional Plan will be amended at the time the Regional Framework Plan is adopted to clearly identify the role that cities and counties ~~local governments~~ will play in implementing transportation policies reflected in this chapter." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

25) Amend the first paragraph on page 78 to read, "...The adopted and acknowledged 2040 Growth Concept resulted from this process. ~~and~~ The 2040 Growth Concept integrates transportation, land use, water and open space...~~While the 2040 Growth Concept is primarily a land use framework,~~ T~~t~~he success of theis land use concept, in large part, hinges on regional transportation policy...general descriptions of the 2040 Growth Concept land use components, called "design types,"..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

26) Amend the second paragraph on page 78 to read, "Implementation of the overall growth concept is largely dependent on the success of these areas ~~primary components~~. For this reason, these areas ~~components~~ are the primary focus of transportation implementation policies and infrastructure investments defined in the ~~1996~~ 1998 Regional Transportation Plan." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

27) Amend the second heading on page 78 to read, "Central ~~c~~City and ~~r~~Regional ~~c~~Centers." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

28) Amend the third paragraph on page 78 to read, "...Gresham, Beaverton and Hillsboro ~~are envisioned~~ in the 2040 Growth Concept ~~as~~ are complementary centers of regional economic activity. These areas are planned for ~~have~~ the region's highest development densities...They are planned to be the most accessible areas in the region by both auto and public transportation..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

29) Amend the first paragraph on page 79 to read, "Regional centers are also planned to feature...a fully improved network of multi-modal streets are intended to ~~tie~~ link regional centers to surrounding neighborhoods...The street design within regional centers is planned to encourage~~s~~ public transportation..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

30) Amend the first heading on page 79 to read, "Industrial ~~a~~Areas and ~~i~~Intermodal ~~f~~Facilities." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

31) Amend the second paragraph on page 79 to read, "Industrial areas are planned to serve as "sanctuaries" for long-term industrial activity." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

32) Amend the second heading on page 79 to read, "Town Ceenters, M~~m~~ain Sstreets, Sstation Ceommunities and Ceorridors." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

33) Amend the fourth on page 79 to read, "They ~~should~~ are planned to feature a high-quality pedestrian and bicycle environment." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

34) Amend the first paragraph on page 80 to read, "...While town centers ~~will~~ are not planned to compete with regional centers..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

35) Amend the heading on page 80 to read, "Employment ~~c~~Centers and ~~n~~Neighborhoods." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

36) Amend the third paragraph on page 80 to read, "Some ~~components of~~ design types in the 2040 Growth Concept..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

37) Amend the first heading on page 81 to read, "Urban R~~r~~eserves." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

38) Amend the second heading on page 81 to read, "Areas ~~o~~Outside ~~t~~The ~~r~~Region's ~~u~~Urban ~~a~~Areas." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

39) Amend the second paragraph on page 81 to read, "...Rural reserves ~~will~~ are planned to be protected from urbanization..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

40) Amend the following language on page 84 to read, "Transportation I~~i~~mplications" (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

41) Amend the following language on page 85 to read, "Air Q~~q~~uality Iimplications" (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

42) Amend the first bullet on page 84 to read, "... the 2040 Growth Concept" (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

43) Amend the first bullet under air quality implications on page 85 to add the following sentence, "See Table 2 of the Urban Growth Management Functional Plan." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

44) Amend the second bullet on page 85 to read, "... Investment should support regional transit service hours increases averaging at least 1.5 percent annually..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

45) Amend Policy 2.2.1. on page 87 to read, "Ensure the identified function, capacity and level of service of transportation facilities are consistent with applicable regional land use and transportation ~~goals~~ policies as well as the adjacent land use patterns." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

46) Amend Policy 2.3.1. on page 87 to read, "...This includes involving ~~those~~ individuals traditionally under-served by the existing system, ~~those~~ individuals traditionally under-represented..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

47) Amend Policy 2.4 on page 87 to read, "In developing new transportation infrastructure, the highest priority should be providing ~~meeting the~~ accessibility and mobility ~~needs of~~ to and from the central city, regional centers and industrial areas and intermodal facilities. Specific ~~Such~~ needs..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

48) Amend Policy 2.7.1. on page 89 to read, "Support a balance of jobs and housing in each subarea of the region to reduce the need for additional transportation facilities." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

49) Amend Policy 2.11 on pages 89-90 to read, "Regional street design policies address federal, state and regional transportation planning mandates with street design ~~concepts~~ elements intended to ~~mix~~ link land use and transportation planning ~~in a manner that~~. These street design policies are intended to supports 2040 Growth Concept land use design types ~~components~~, reduces reliance on any single mode of travel and increases the use of alternative modes of travel..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

50) Amend Policy 2.12.1. on page 91 to read, "Provide a regional motor vehicle system of arterials and collectors that connect the central city, regional centers, industrial areas and intermodal facilities, and other regional destinations and provide regional mobility and accessibility." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

51) Amend Policy 2.16 on page 94 to read, "The 2040 ~~Recommended Alternative~~ Growth Concept identifies industrial sanctuaries for distribution and manufacturing activities~~;~~. T~~t~~he RTP freight ~~network~~ system identifies the transportation infrastructure and intermodal facilities that serve these land uses..." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

52) Amend Policy 2.18 on pages 95-96 to read, "Regional TDM policies are ~~also~~ intended to complement city and county ~~local jurisdiction~~ efforts to assist employers in implementing measures to meet the Department of Environmental Quality Employee Commute Options (ECO) rule. ~~and~~ Regional TDM policies also help the region achieve its 2040 Growth Concept land use accessibility goals.." (Metro General Counsel, 9/21/97)

Staff Recommendation: Agree. Amend as requested.

53) Amend Policy 2.4.7. on page 88 to read, "Provide for the movement of people and goods through an interconnected system of road, air and rail systems, including passenger and freight intermodal facilities, major distribution facilities and air and water terminals." (Bill Stewart, RTP Citizen Advisory Committee)

Staff Recommendation: Agree. Amend as requested.

54) Improve mass transit as part of the Regional Framework Plan, including light rail to Vancouver, Washington and to Portland International Airport. (Alison Freed, 10/16/97, Metro Council Public Hearing)

Staff Recommendation: Agree. The Public Transportation System Map (version 3.1) identifies light rail to both of these destinations.

55) The Regional Framework Plan and the Regional Transportation Plan should be handled in tandem. Without sufficient transportation infrastructure funding, the region's land use goals are too high. It is incorrect to state that by not building roads, people can be forced to use mass transit. (Peter Satto, 10/16/97, Metro Council Public Hearing)

Staff Recommendation: The Regional Framework Plan sets the policy direction for transportation and other elements of regional concern such as parks and open spaces, water supply and land use and leads to more detailed implementation plans, called functional plans. Chapter 2 (Transportation) of the Regional Framework Plan will be implemented through the 1998 RTP, a Metro functional plan, once the current update is complete. In the interim, Title 6 of the Urban Growth Management Functional Plan is proposed to be amended at the time the Regional Framework Plan is adopted to identify early implementation actions by cities and counties prior to adoption of the Regional Transportation Plan. The Regional Framework Plan and the RTP are handled in tandem to the extent that the Regional Transportation Plan will contain the same transportation policies as the Regional Framework Plan. Chapter 1 of the RTP will also include supporting objectives and performance measures that will not be included in the Regional Framework Plan. The objectives will state how a particular policy will be implemented and corresponding performance measures will be used to track implementation.

Regional transportation policies do not propose to not build roads thereby forcing people to use mass transit. The 2040 Growth Concept assumes that the automobile will continue to be the dominant mode of travel. Regional transportation policies support a balanced transportation system that provides infrastructure for all modes of travel, including automobiles. In addition, recent RTP Alternatives Analysis results support the assertion that it is incorrect to state that by not building roads, people will choose to use transit. Technical analysis showed increases in congestion do not significantly affect mode choice while providing pedestrian, bicycle and transit improvements does encourage increased use of alternative modes.

56) Amend Policy 2.3 to reference the specific documents of Transportation Planning, Metro's Public Involvement Policy (July 1995), the more recent document Transportation Department, Outreach Expansion Report (October 1996) and the Transportation Planning Local Public Involvement Policy (July 1995). (Metro Committee for Citizen Involvement, 9/10/97)

Staff Recommendation: Chapter 2 of the Regional Framework Plan (as approved by JPACT and MPAC on September 17, 1997) includes reference to each document. Policy 2.3.1. states," 2.3.1. Provide complete information, timely public notice, full public access to key decisions and support broad-based, early and continuing involvement of the public in all aspects of the transportation planning process that is consistent with Metro's adopted regional Public Involvement Policy and Local Public Involvement Policy for transportation planning. This includes involving those traditionally under-served by the existing system, those traditionally under-represented in the

transportation planning process, the general public and local, regional and state jurisdictions that own and operate the region's transportation system in all aspects of the transportation planning process." The Outreach Expansion Report is not a policy document. Rather the report details the results of Metro's Transportation Department "Outreach Expansion Initiative" and identifies recommendations that will be incorporated into public involvement work plans for Metro's Transportation Department. Therefore, no change is recommended.

57) Amend the Public Transportation Map (version 3.1) to denote conceptually where secondary transit service coverage exists.

Staff Recommendation: Agree. Amend as requested.

58) Amend the Public Transportation Map (version 3.1) to route bus service north from Hollywood on 42nd Avenue north of Tillamook rather than 39th Avenue. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

59) Amend the Public Transportation Map (version 3.1) to route primary bus service on Cherry Blossom into Gateway Regional Center. (PDOT, 10/16/97)

Staff Recommendation: Disagree. Bus service on Cherry Blossom should be designated as part of the secondary transit system.

60) Amend the Bicycle System Map (version 3.0) to reduce the number of regional bikeways classifications from four to two: Regional Bikeways (Corridor and Access) and Community Connector Bikeways. (PDOT, 10/16/97)

Staff Recommendation: Disagree. Regional Access Bikeways and Regional Corridor Bikeways serve distinct functions. However, staff recommends classifying Off-Street Multi-Use Paths as Regional Corridor Bikeways to reduce the number of regional bikeways classifications to three.

61) Amend the Bicycle System Map (version 3.0) to add other regionally significant bikeways, consistent with the recently completed Bicycle Master Plan. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

62) Amend the Freight System Map (version 3.0) to delete the Morrison Bridge and the connection on Front Avenue, from the Morrison Bridge to I-5. (PDOT, 10/16/97)

Staff Recommendation: Disagree. Based on the use of these routes as access for trucks from the eastside to I-5 south, Metro staff propose that they remain designated as a freight connector routes.

63) Amend the Freight System Map (version 3.0) to delete the 11th/12th Avenues and MLK/Grand Avenues freight route designations. These streets are not included within a 2040 Growth Concept industrial area. (PDOT, 10/16/97)

Staff Recommendation: Disagree. Staff recommends retaining the Highway 99E (Grand/MLK Avenues) designation as a main roadway route to provide freight access between major cities and regions.

64) Amend the Freight System Map (version 3.0) to delete the 11th/12th Avenues and freight route designations. These streets are not included within a 2040 Growth Concept industrial area. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

65) Amend the Freight System Map (version 3.0) to delete the Russell Street designation, from Interstate Avenue to the rail yards, and the Front Avenue designation, north of Nicolai to the intermodal facilities. (PDOT, 10/16/97)

Staff Recommendation: Disagree. The function of a freight collector is to connect trucks from the "main roadway routes" to freight generation areas. Therefore, Metro staff propose that it remain designated as a freight connector route.

66) Amend the Freight System Map (version 3.0) to delete the SE Foster Road, from SE 50th Avenue to 122nd Avenue, as a freight connector and add SE Powell Boulevard, from 50th Avenue to I-205. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

67) Amend the Regional Street Design Map (version 3.0) to add a dialogue box that qualifies the Tacoma Regional Boulevard designation as being subject to change based on the outcome of the South Willamette River Bridge Crossing Study. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

68) Amend the Regional Street Design Map (version 3.0) to change Columbia and Lombard from a Highway classification to an Urban Road classification from the Rivergate entrance to I-205. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested. In addition, staff recommends retention of a Principal Arterial designation on the Regional Motor Vehicle System map for both Columbia and Lombard.

69) Amend the Regional Street Design Map (version 3.0) to change Going Street, from MLK Boulevard to Swan Island, from a Highway classification to an Urban Road classification. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

70) Amend the Regional Street Design Map (version 3.0) to change McLoughlin Boulevard from a Highway classification to an Urban Road classification. (PDOT, 10/16/97)

Staff Recommendation: Disagree. McLoughlin Boulevard will serve as the primary motor vehicle connection from the Central City to Milwaukie and Clackamas regional centers and the southeastern portion of the region. Further access limitations on McLoughlin Boulevard are appropriate, which is the primary distinction between the Highway and Urban Road classifications.

71) Amend the Regional Street Design Map (version 3.0) to add the following as Community Streets to support public transportation designations:

1. NW 23rd Avenue
2. NW 21st Avenue
3. NW Thurman
4. SE Division (west of 82nd Avenue)
5. SE Woodstock
6. NE Cully

(PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

72) Amend the Regional Street Design Map (version 3.0) to change the designation of SE 39th Avenue, between Hollywood and Burnside, from a Community Boulevard to a Community Street to be consistent with the remainder of SE 39th Avenue . (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

73) Amend the Regional Motor Vehicle System Map (version 3.0) to change the classification of NE Burgard, between Lombard and Columbia, from Highway to Major Arterial because the corridor provides access from the principal arterial system to an industrial area rather than providing the mobility and design function that define a Highway designation. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

74) Amend the Regional Motor Vehicle System Map (version 3.0) to change the classification of NE Columbia, between 82nd Avenue and 92nd Avenue, from Major Arterial to Minor Arterial because the capacity of this roadway segment is constrained by the rail overcrossing at 92nd avenue and Columbia and it provides access to a limited number of properties. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

75) Amend the Regional Motor Vehicle System Map (version 3.0) to add a dialogue box that qualifies the Tacoma Major Arterial designation as being subject to change based on the outcome of the South Willamette River Bridge Crossing Study. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

76) Amend the Regional Motor Vehicle System Map (version 3.0) to add a dialogue box that qualifies the 52nd Avenue, between Foster and Johnson Creek Boulevard, and Johnson Creek Boulevard, between McLoughlin and 52nd Avenue, designations as being subject to change based on the outcome of the Southeast Corridor Study. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

77) Amend the Regional Motor Vehicle System Map (version 3.0) to delete Major Arterial classification of Division, between 82nd Avenue and I-205. (PDOT, 10/16/97)

Staff Recommendation: Disagree. This route serves as I-205 access from and to areas west of I-205.

78) Amend the Regional Motor Vehicle System Map (version 3.0) to change the Minor Arterial classification of Powell, between I-205 and 182nd Avenue, to a Collector of Regional Significance classification. (PDOT, 10/16/97)

Staff Recommendation: Disagree. The recommended amendment conflicts with Gresham and Multnomah County functions. In addition, this route serves growing areas in south Gresham and the Urban Reserves in that area.

79) Amend the Regional Motor Vehicle System Map (version 3.0) to add a dialogue box that qualifies the Major Arterial designation for Front Avenue, between I-405 and Barbur Boulevard, as being subject to change based on the outcome of the South Portland Circulation Study. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

80) Amend the Regional Motor Vehicle System Map (version 3.0) to delete the Collector of Regional Significance designation of Terwilliger, between Boones Ferry and the City limits. (PDOT, 10/16/97)

Staff Recommendation: Disagree. The Metro designation of Collector of Regional Significant and the city designation of Neighborhood Collector are compatible. However, Terwilliger's designation should protect its scenic and historic qualities.

81) Amend the Regional Motor Vehicle System Map (version 3.0) to designate the Airport Way Loop as a Collector of Regional Significance. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

82) Amend the Regional Motor Vehicle System Map (version 3.0) to designate Alderwood, from 82nd Avenue to I-205, as a Collector of Regional Significance. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

83) Amend the Regional Motor Vehicle System Map (version 3.0) to change designation of SW Scholls Ferry Road from a Minor Arterial to a Major Arterial. (PDOT, 10/16/97)

Staff Recommendation: Disagree. This issue remains unresolved and will be further discussed as part of the Regional Transportation Plan update this winter.

84) Amend the Regional Motor Vehicle System Map (version 3.0) to change designation of SW Oleson Road from a Minor Arterial to a Collector of Regional Significance. (PDOT, 10/16/97)

Staff Recommendation: Disagree. This issue remains unresolved and will be further discussed as part of the Regional Transportation Plan update this winter.

85) Amend the Regional Pedestrian System Map (version 3.0) to include a dialogue boxes indicating that Pedestrian Districts will be refined by local jurisdictions. (PDOT, 10/16/97)

Staff Recommendation: Agree. Version 3.0 already includes this reference.

86) Amend the Regional Pedestrian System Map (version 3.0) to delete the Pedestrian District designation in the Central Eastside Industrial District. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

87) Amend the Regional Pedestrian System Map (version 3.0) to change the transit/mixed use corridor designation from NE 39th to 42nd Avenue, north from the Hollywood district. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

88) Amend the Regional Pedestrian System Map (version 3.0) to extend the Greenway Trail on the west side of the Willamette River north to the Fremont Bridge. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

89) Amend the Regional Pedestrian System Map (version 3.0) to extend the I-205 multi-use trail north to the City limits. (PDOT, 10/16/97)

Staff Recommendation: Agree. Amend as requested.

90) Better enforcement of speed limit on all roads in the Metro area. (Randy Albright, 11/3/97)

Staff Recommendation: Disagree. This is not a Regional Framework Plan issue. No change is recommended.

91) Provide more and better bicycle lanes, bicycle access safety improvements on arterial streets and the Willamette River bridges, and end-of-trip bicycle facilities throughout the Metro region. (Randy Albright, 11/3/97)

Staff Recommendation: Disagree. Chapter 2 is not intended to identify specific bicycle projects. Instead, Chapter 2 of the Regional Framework Plan identifies the policies that will be used to define and prioritize regional transportation projects as part of the Regional Transportation Plan (RTP) and the Metro Transportation Improvement Plan (TIP). However, each of these recommendations is consistent with bicycle policies included in Chapter 2 framework plan policies. In addition, previous RTPs and TIPs have funded bicycle improvements such as the Bike Central Program in Portland that included end-of-trip bicycle facilities. Specific bicycle system improvement recommendations will be considered in the Regional Transportation Plan update this winter. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

92) Ban or severely limit the use of studded tires in the Metro area. Studded tires severely damage roads, reduce safety for all motorists and strain transportation budgets as a result of the damage they cause. (Randy Albright, 11/3/97)

Staff Recommendation: Disagree. This issue is best addressed at the state level. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

93) Establish tolls and/or congestion pricing for road usage and to base vehicle registration and/or road use fees on a per-vehicle-mile, carbon monoxide and hydrocarbon emission and/or hour-of-use basis, in order to fund transportation improvements.

Staff Recommendation: Disagree. This issue is not a framework plan issue. However, Metro sought and received statutory authority to allow congestion pricing to be used as a strategy to reduce congestion in the region. In addition, a congestion pricing study is currently being conducted in this region in partnership with the Oregon Department of Transportation and the Federal Highway Administration. Results from this study will be considered as part of the Regional Transportation Plan update this winter. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

94) Fund and implement a "Share the Road" education campaign for motorists and a "Bike to Bus" and "Bike to Max" for suburban cyclists in the region. (Randy Albright, 11/3/97)

Staff Recommendation: Chapter 2 is not intended to specify how regional transportation policies will be implemented. Instead, Chapter 2 of the Regional Framework Plan identifies the policies that will be used to define and prioritize regional transportation projects as part of the Regional Transportation Plan (RTP) and the Metro Transportation Improvement Plan (TIP). Specific bicycle education program and other transportation programs and projects will be considered in the Regional Transportation Plan update this winter. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

95) Expand light rail throughout the Metro region. (Randy Albright, 11/3/97)

Staff Recommendation: Chapter 2 is not intended to specify how regional transportation policies will be implemented. Instead, Chapter 2 of the Regional Framework Plan identifies the policies that will be used to define and prioritize regional transportation projects as part of the Regional Transportation Plan (RTP) and the Metro Transportation Improvement Plan (TIP). Regional transportation policies specify expansion of light rail to regional centers identified the 2040 Growth Concept. Specific light rail recommendations can be made through the Regional Transportation Plan update this winter. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

96) Limit or restrict new road construction and existing road expansion and use available transportation funds to maintain and repair existing roads and to improve bicycle, pedestrian and transit access, facilities and mode splits. (Randy Albright, 11/3/97)

Staff Recommendation: While an emphasis on multi-modal transportation planning is reflected in Chapter 2, regional transportation policies also recognize that autos will continue to be the primary form of travel in this region. As a result, transportation projects included in the RTP and the TIP will reflect a balance of projects that provide improvements for all modes of travel. Specific transportation project recommendations for all modes of travel will be considered in the Regional Transportation Plan update this winter. Therefore, no change to Chapter 2 of the Regional Framework Plan is recommended.

97) The Regional Motor Vehicle System Map should consistently designate rural arterials (farm-to-market roads). Clarify criteria for distinguishing rural arterials. (Washington County, 10/29/97)

Staff Recommendation: Criteria will be defined as part of the RTP update.

98) Amend the Regional Street Design Map to delete Old Cornell Road, west of Stucki Road, and Barnes Road from Saltzman to Cornell to be consistent with the Motor Vehicle System Map. (Washington County, 10/29/97)

Staff Recommendation: Agree. Amend as requested.

99) Amend the Regional Street Design Map to designate Highway 99W as a rural arterial outside the UGB between Tualatin and Sherwood. (Washington County, 10/29/97)

Staff Recommendation: Agree. Amend as requested.

100) Amend the Regional Public Transportation Map to designate Cornell Road between Saltzman and Cedar Hills Boulevard as Primary Bus. (Washington County, 10/29/97)

Staff Recommendation: Disagree. This issue has been discussed by the transit work team several times. The recommendation continues to be to designate this segment as part of the secondary transit network at this time.

101) In reference to the Public Transportation Map, primary bus service on Walker Road seems to terminate at Highway 217. Clarify where service goes from this point. (Washington County, 10/29/97)

Staff Recommendation: Primary bus service does terminate at Highway 217 on Walker Road, but continues north on Cedar Hills Boulevard to the Sunset Transit Center.

102) Amend the Regional Public Transportation Map to include north/south Primary Bus service west of 185th. (Washington County, 10/29/97)

Staff Recommendation: Disagree. North/south primary bus service is not included at this time, but may be identified as part of the Transit Choices for Livability recommendations. However, 53rd Avenue, from Baseline to US 26, is being proposed as a north/south connector to provide feeder bus service that will be implemented with the opening of west-side light rail.

ATTACHMENT "B"
Proposed Revisions to Version 2.0 (dated 9/18/97) of Chapter 2 (Transportation) of the Regional Framework Plan
(The Version 2.0 Was Approved at the Joint MPAC/JPACT Meeting on 9/17/97)

Chapter 2 Transportation

Overview

In 1992, the region's voters approved a charter for Metro that formally gave responsibility for regional land use planning to the agency, and requires adoption of a Regional Framework Plan that integrates land use, transportation and other regional planning mandates. The combined policies of this framework plan establish a new framework for planning in the region by linking land use and transportation plans. Fundamental to this plan is a transportation system that integrates goods and people movement with the surrounding land uses.

This chapter of the Regional Framework Plan presents the overall policy framework for the specific transportation goals, objectives and actions contained in the Regional Transportation Plan (RTP). It also sets a direction for future transportation planning and decision-making by the Metro Council and the implementing agencies, counties and cities.

Policy highlights of this chapter include:

- Ensuring efficient access to jobs, housing, cultural and recreational opportunities, shopping in and throughout the region and providing transportation facilities that support a balance of jobs and housing.
- Reducing reliance on any single mode of travel and increasing the use of alternative modes, such as transit, bicycling and walking.
- Integrating land use, automobile, bicycle, pedestrian, freight and public transportation needs in regional and local street designs.
- Providing efficient transportation systems that accommodate motor vehicles, public transportation, pedestrian transportation, bicycle transportation and freight movement.
- Reducing vehicle miles of travel per capita and related parking spaces.
- Providing transportation demand management and system management strategies.
- Minimizing impact of urban travel on rural land through use of green corridors.
- Protecting water and air quality and reducing energy consumption.

Background

A number of federal, state and regional mandates form the basis for the policies contained in this chapter of the Regional Framework Plan.

Federal Mmandates

At the federal level, the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) emphasizes expanding public participation in the transportation planning process and increasing cooperation among the jurisdictions that own and operate the regional transportation system. These partners include the region's cities and counties, Metro, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality (DEQ), Port of Portland, Tri-Met, Washington Regional Transportation Council (RTC), Washington Department of Transportation (Wash-DOT), Southwest Washington Air Pollution Control Authority (SWWAPCA) and other Clark County governments.

As the federally designated Metropolitan Planning Organization (MPO) for the region, Metro must coordinate metropolitan transportation planning efforts in partnership with these multiple jurisdictions and citizens to help develop statewide and regional transportation plans. These plans must forecast future growth, identify needed transportation investments to meet this growth and ensure the maintenance and efficient operation of existing transportation systems over a 20-year period. The Oregon Transportation Plan guides the transportation system statewide, and the Regional Transportation Plan (a Metro functional plan) is the transportation plan for this region.

ISTEA also requires the establishment of a National Highway System to provide an interconnected system of principal arterial routes that will serve major population centers, public transportation facilities, airports, and intermodal facilities, and serve interstate and inter-regional travel.

In addition to the Federal requirements of ISTEA, Federal 1990 Clean Air Act Amendments (CAAA) establish air quality standards for key air pollutants, including carbon monoxide, ozone and particulate matter. Areas that do not meet the standards are designated in varying degrees of nonattainment, from "marginal" to "extreme." States must submit implementation plans (SIP) showing how these areas will meet the standards and maintain compliance over a ten-year period. Areas that do not meet SIP requirements may face sanctions, including potential loss of highway funds and limits on industrial expansion.

The Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA) was designated as a marginal nonattainment area for ozone and moderate nonattainment area for carbon monoxide in 1991. By the end of 1991, the area began to meet the federal ozone and carbon monoxide standards on a consistent basis. As a result, the region began to work on ten-year maintenance plans and attainment redesignation requests for both pollutants. These plans were finalized in 1996 and submitted to the U.S. Environmental Protection Agency (EPA) as revisions to the Oregon State Implementation Plan (SIP). EPA approved the maintenance plans and also redesignated the Portland-Vancouver Interstate AQMA to attainment status in 1997.

The maintenance plans were developed on the basis of Metro's long-range population and employment forecasts. Control strategies, including transportation control measures (TCMs) were developed to reduce automobile emissions to show standards maintenance through the ten-year plan period. These measures include projects to provide facilities for alternative modes, demand management programs to encourage use of alternative modes and implementation of the 2040 Growth Concept~~land use framework~~ to produce more transportation efficient land use patterns. The goal of these measures is to manage travel demand and improve traffic flow in order to reduce the number of vehicle trips made and the number of vehicle miles traveled. The SIP recognizes that land use patterns that shorten trips and increase opportunities for transit, bicycling and walking also help reduce emissions.

The Oregon Department of Environmental Quality monitors three locations for the ozone standard and four locations for the carbon monoxide standard for the Portland-Vancouver AQMA, as shown in Table 1, below.

Table 1. Oregon Department of Environmental Quality Air Quality Monitoring Locations

Ozone Monitoring Locations	Carbon Monoxide Monitoring Locations
• Milwaukie High School • Sauvie Island • Carus (approximately 5 miles south of Oregon City on Highway 213)	• 4th/Alder Street - downtown Portland • Postal Building - downtown Portland • SE 82nd Avenue/Division Street - Portland • SE 58th Avenue/Lafayette Street - Portland

In 1996, the AQMA area exceeded the summer ozone standard twice at one monitoring location (Milwaukie High School). There was no violation of the summer ozone standard in 1997. A fourth exceedance, at one monitoring location over a three-year period, would violate federal air quality standards and trigger the SIP contingency plan for ozone. The contingency plan provides for a rule development process to reduce emissions from industry and other sources. Any TCMs identified as control strategies in the SIP are to be included in~~n~~ Metro's Transportation Improvement Program and the Regional Transportation Plan within twelve months after the violation is recorded.

Additional federal requirements include the 1990 Americans with Disabilities Act (ADA) which mandates that transportation plans address equal access and opportunity for disabled people. An ADA transportation plan has been developed by Tri-Met. In addition, state and local jurisdictions must design and construct pedestrian facilities in compliance with ADA requirements.

State M~~m~~andates

The Oregon Transportation Planning Rule (TPR) focuses on the link between land use and transportation. It~~and~~ intends to ensure that planned transportation systems support land use plans and travel patterns to~~that~~ achieve the state goal of compact, highly livable urban areas. The TPR contains requirements designed to reduce reliance on the automobile and requires consideration of land-use policies when developing transportation plans. Cities and counties~~Local jurisdictions~~ are required to revise development standards to promote public transportation, pedestrian and bicycle travel, orient new buildings toward major transit stops and design local streets that require less right-of-way width and improve pedestrian circulation. The TPR also requires that city and county~~local~~ transportation plans include policies that promote completion of local street networks. The rule also requires that local and regional transportation system plans target the following goals:

- a 10 percent reduction in vehicle miles of travel per capita during the next 20 years and 20 percent during the next 30 years
- less reliance on the automobile and a reduction in the number of people driving alone
- a 10 percent reduction in the number of parking spaces per capita during the next 20 years
- a stronger connection between land use and transportation planning

Local and regional transportation system plans must also examine possible land-use solutions to transportation problems and identify multi-modal, system management and demand management strategies to address transportation needs.

Regional Mandates

With adoption of the 1992 Metro Charter by voters in the region, Metro was directed to complete a Future Vision. The fifty-year Future Vision ~~statement that resulted from this mandate~~ includes~~d~~ many references as to the importance of transportation. These references include:

> "Address the further diversification of our economy, the creation of family-wage jobs and the development of accessible employment centers throughout...the region in the Regional Framework Plan elements for transportation, rural lands, urban design, housing and water resources."
>
> "Incorporate specific expectations for a basic standard of living for all citizens in Regional Framework Plan elements concerned with urban design, housing, transportation, and parks and open space."
>
> "Identify and address public and personal safety issues in the Regional Framework Plan elements dealing with transportation, urban design and bi-state coordination."

Other regional statements of existing transportation policy are included in the Regional Urban Growth Goals and Objectives (RUGGOs), the Urban Growth Management Functional Plan (see Appendix A) and the 1992 Regional Transportation Plan (RTP). The Regional Urban Growth Goals and Objectives (RUGGOs) are Metro's regional goals and objectives required by state law ~~were~~ First adopted in 1991, revised in 1995 and acknowledged by the Land Conservation Development Commission in 1996~~, in response to direction by the Oregon Legislature to develop regional land use goals and objectives~~. t~~T~~he RUGGOs establish a process for coordinating planning in the metropolitan area in an effort to preserve regional livability. The RUGGO~~s~~ goal and objectives, including the 2040 Growth Concept, also provide the~~a~~ policy framework for guiding Metro's regional planning program, including development of functional plans and management of the region's urban growth boundary.

~~Existing~~ RUGGOs policies related to transportation include Objective 14 (Air Quality) and Objective 19 (Transportation). Transportation policies contained in this chapter of the Regional Framework Plan integrate existing RUGGOs policies and Chapter 1 policies developed as part of the current Regional Transportation Plan update to become Chapter 1 of the 1998 RTP. Many of these ~~In addition,~~ new policies were created for the

Regional Framework plan to~~that~~ address mandates in ISTEA, ADA, CAAA, the Oregon Transportation Planning Rule and the Oregon Transportation Plan.

Likewise, the 1998 Regional Transportation Plan will ~~is being updated to~~ respond to the same federal and state requirements and ~~to~~ define a balanced, multi-modal transportation system that supports the Region 2040 Growth Concept. New Regional Transportation Plan policies ~~(Chapter 1)~~ were approved by the Metro Council in July 1996 and reflect extensive public comment. These new policies, as amended with the adoption of the Regional Framework Plan will be used to direct and define specific improvements to the regional transportation system for the next 20 years. The plan update is expected to be completed in June~~March~~ 1998. ~~The analyses from this update may result in revisions to this chapter.~~

~~Regarding~~ The relationship of Regional Transportation Plan (RTP) policies to Regional Framework Plan policies is that the RTP implements this Chapter of~~,~~ the Regional Framework Plan ~~establishes policies for Metro~~. Separate functional plans, like the RTP, will clearly identify the role that cities and counties~~local governments~~ will play in implementing this Regional Framework Plan~~plan~~.

To ensure consistency between the two plans, the policy statements in the updated Regional Transportation Plan will be identical to the policy statements in this chapter of the Regional Framework Plan. However, the Regional Framework Plan will not include the same level of detail as the Regional Transportation Plan, where policy statements will be accompanied by objectives and performance measures that will guide implementation of individual policies. This~~e~~ chapter of the Regional Framework Plan will not include objectives and performance measures.

This chapter of the Regional Framework Plan will be implemented through the 1998 Regional Transportation Plan, a Metro functional plan, once the current update is complete. In the interim, Title 2 and Title 6 of the Urban Growth Management Functional Plan will be amended at the time the Regional Framework Plan is adopted to clearly identify the role that cities and counties~~local governments~~ will play in implementing transportation policies reflected in this chapter.

Analysis

Metro and its regional partners initiated the Region 2040 planning process to better evaluate how different growth management strategies could accommodate expected

growth in this region and to analyze the possible consequences of such policies (see Chapter 1). In undertaking the Region 2040 process, the region has shown a strong commitment to developing a regional plan that is based on more efficient use of land and a balanced, multi-modal transportation system. The adopted and acknowledged 2040 Growth Concept resulted from this process. The 2040 Growth Conceptand integrates transportation, land use, water and open space elements to reinforce the region's growth management goals. ~~While the 2040 Growth Concept is primarily a land use framework,~~ Tthe success of thise land use concept, in large part, hinges on regional transportation policy. The following section includes general descriptions of the 2040 Growth Concept land-use components, called "design types," and associated transportation elements as defined during the Region 2040 process. In general, each of the land use components will be served with a multi-modal transportation system tailored to its specific needs. The land use components are ordered according to their relative significance in the region.

The central city, regional centers, industrial areas and intermodal facilities are key design types of the 2040 Growth Concept. Implementation of the overall growth concept is largely dependent on the success of these areas~~primary components~~. For this reason, these areas~~components~~ are the primary focus of transportation implementation policies and infrastructure investments defined in the 19986 Regional Transportation Plan.

Central Ccity and Rregional Ccenters

Portland's central city already forms the hub of the regional economy. Regional centers in suburban locations such as Gresham, Beaverton and Hillsboro ~~are envisioned~~ in the 2040 Growth Concept area~~s~~ complementary centers of regional economic activity. These areas are planned for~~have the~~ region's highest development densities, the most diverse mix of land uses and the greatest concentration of commerce, offices and cultural amenities. They are planned to be the most accessible areas in the region by both auto and public transportation, and have very pedestrian-oriented streets.

In the 2040 Growth Concept, the central city is highly accessible by a high-quality public transportation system, multi-modal street network and a regional freeway system of through-routes. Light-rail lines radiate from the central city, connecting to each regional center. The street system within the central city is designed to encourage public transportation, bicycle and pedestrian travel, but also accommodate auto and freight movement. Of special importance are the bridges that connect the east and west sides of the central city and serve as critical links in the regional system.

Regional centers are also planned to feature a high-quality radial transit system serving their individual trade areas and connecting to other centers, as well as light-rail connections to the central city. In addition, a fully improved network of multi-modal streets are intended to link~~tie~~ regional centers to surrounding neighborhoods and nearby town centers, while regional through-routes will be designed to connect regional centers with one another and points outside the region. The street design within regional centers is planned to encourage~~s~~ public transportation, bicycle and pedestrian travel while also accommodating auto and freight movement.

Industrial Aareas and Iintermodal Ffacilities

Industrial areas are planned to serve as "sanctuaries" for long-term industrial activity. These areas are primarily served by a network of major street connections to both the regional freeway system and intermodal facilities. Many industrial areas are also served by freight rail, and have good access to intermodal facilities. Freight intermodal facilities, including air and marine terminals, freight rail yards and common carrier truck terminals, are an area of regional concern. Access to these areas is centered on rail, the regional freeway system, public transportation, bikeways and key roadway connections. While industrial activities often benefit from roadway improvements largely aimed at auto travel, there are roadway needs unique to freight movement that are critical to the continued vitality of industrial areas and intermodal facilities.

Town Ccenters, Sstation Ccommunities, Mmain Sstreets and Ccorridors

While more locally oriented than the primary components of the 2040 Growth Concept, town centers, station communities, main streets and corridors are significant centers of urban activity. Because of their density and pedestrian-oriented design, they play a key role in promoting public transportation, bicycling and walking as viable alternatives to the automobile as well as conveniently close services for surrounding neighborhoods. As such, these secondary components are an important part of the region's strategy for reducing per-capita automobile travel.

Station communities are located along light-rail corridors. They are planned to~~should~~ feature a high-quality pedestrian and bicycle environment. These communities are designed around the transportation system to best benefit from the public infrastructure. While they include some local services and employment, they are mostly residential developments that are oriented toward the central city, regional centers and other areas that can be accessed by rail for most services and employment.

Town centers function as local activity areas that provide close access to a full range of local retail and service offerings within a few miles of most residents. While town centers are not planned to~~will not~~ compete with regional centers in scale or economic diversity, they will offer some specialty attractions of regional interest. Though the character of these centers varies greatly, each will function as strong business and civic communities excellent multi-modal arterial street access and high-quality public transportation with strong connections to regional centers and other major destinations. Main streets feature mixed-use, storefront style development that serve the same urban function as town centers, but are located in a linear pattern along a limited number of bus corridors. Main streets feature street designs that emphasize pedestrian, public transportation and bicycle travel.

Corridors will not be as intensively planned as station communities, but similarly emphasize a high-quality bicycle and pedestrian environment and convenient access to public transportation. Transportation improvements in corridors will focus on nodes of activity - often at major street intersections - where transit and pedestrian improvements are especially important. Corridors can include auto-oriented land uses between nodes of activity, but such uses are carefully planned to preserve the pedestrian orientation and scale of the overall corridor design.

Employment C~~c~~enters and N~~n~~eighborhoods

Some design types in~~components of~~ the 2040 Growth Concept are primarily of local significance, including employment centers and neighborhoods. Urban activities in these areas often impact the regional transportation system, but are best addressed through the local planning process.

Employment centers allow mixed commercial and industrial uses, including some residential development. These areas are primarily served by a network of arterial connections to both the regional freeway system and intermodal facilities. Some employment centers are also be served by freight rail. Employment centers are often located near industrial areas, and thus may benefit from freight improvements primarily directed toward industrial areas and intermodal facilities.

In recent decades, the newest neighborhoods have become the most congested largely due to a lack of street connections. A lack of street connections discourages walking and bicycling for local trips in these areas, and forces local auto trips onto the regional multi-modal arterial network. The 2040 Growth Concept envisions master street plans in all

areas to increase the number of local street connections to the regional roadway network. However, new connections must be designed to discourage through-travel on local neighborhood streets.

Urban Rreserves

Urban reserves, which are currently located outside the urban growth boundary (UGB), are relatively undeveloped with limited transportation facilities. Urban reserves are intended to accommodate future growth and will eventually require multi-modal access to the rest of the region. Because they may be added to the urban area during the 20-year Regional Transportation Plan (RTP) planning period, they are included in the RTP functional classification scheme. General street and public transportation planning is completed prior to urbanization, as part of the RTP process, and based on specific 2040 Growth Concept land use policies for these areas. Once urban reserves are brought within the UGB, more detailed transportation system planning at the regional and local level occurs in conjunction with detailed land use planning.

Areas Ooutside Tthe Rregion's Uurban Aareas

Rural reserves are undeveloped areas located outside the UGB and have very limited transportation facilities. Roadways in these areas are intended to serve rural industry and needs, and urban travel on these routes is accommodated with designs that are sensitive to their basic rural function. Rural reserves are planned towill be protected from urbanization for the foreseeable future through state statutes and administrative rules, county land use ordinances, intergovernmental agreements and by limiting rural access to urban through-routes whenever possible. Urban-to-urban travel is generally discouraged on most rural routes, with the exception of a limited number of designated urban connector roads identified in the RTP. All other rural roads should serve rural purposes.

Neighboring cities are separated from the main urban area by rural reserves, but are connected to regional centers within the metropolitan area by limited-access green corridor transportation routes. In addition to highway access, green corridor routes will include bicycle and public transportation service to neighboring cities. Neighboring cities will be encouraged, through intergovernmental agreements, to balance jobs and households in order to limit travel demand on these connectors. The region also has an interest in maintaining reasonable levels of through-travel on major routes that pass through neighbor cities and function as freight corridors. Growth of neighboring cities will ultimately affect through-travel and could create a need for bypass routes. Such

impacts will also be addressed through coordination with county and state agencies, as well as individual neighboring cities.

The 2040 Commodity Flow Study

As part of the Region 2040 process, the region also conducted a Commodity Flow Study. The study was designed to determine how freight moves through the region, understand the linkage between the regional economy and the transportation system and assess the implications of future freight volumes on the regional transportation system. The study concluded with these key findings:

- Goods movement has historically sparked the region's economic growth. Our region's freight market can be segmented into three distinct but complementary components: goods movement that supports local consumption, goods movement that is generated by local industries and goods movement throughout the region that is tied to a successful distribution system. Each of these depends on access to an efficient transportation network.
- The existing transportation system is adequate to support current goods movement requirements, although there are specific points of congestion, particularly within rail facilities and at some highway crossings.
- Employment in the construction, manufacturing, transportation and utilities and trade sectors of the economy account for approximately one-half of the region's jobs. Traditionally well-paid, these jobs depend on the successful movement of goods on the region's transportation system. In addition, the transportation system affects the ability of the region to maintain its competitive advantage as a warehousing and distribution center. Portland outranks similarly sized cities in its role in wholesale trade.
- Truck is the predominant mode for goods movement in the region. One out of ten vehicles on roadways in the region is a truck involved in moving freight. In 1991, 60 percent of all freight tonnage moved on trucks, and an additional portion of the rail and air traffic relied on truck for pickup and delivery.
- By the year 2040, freight volume is expected to grow by two to three times to approximately 19 million twenty-foot equivalent container units, which is faster than population growth. Of this, 80 percent is expected to be due to the region's market economy or goods that simply move through the Portland area to other destinations.
- Continued emphasis on maintaining and enhancing the transportation system is necessary to continue Portland's strong freight economy. Quick transfer between ship, rail, truck and air service is increasingly a competitive strength of any freight economy.

In conclusion, the projected growth in the flow of goods in this region is an important consideration in the region's land-use and transportation planning efforts. This significant growth points to the need to make available adequate land for expansion of intermodal

facilities, manufacturing, wholesale and distribution activities and to continue maintaining and enhancing the freight transportation network. To this end, the 2040 Growth Concept identifies industrial sanctuaries for distribution and manufacturing activities as critical in terms of their significance to the regional economy. Policies contained in this element of the framework plan recognize the importance of protecting freight movement and the road, rail, air, shipping and pipeline facilities needed to facilitate this movement.

1994 Travel Behavior/Activity Survey

In 1994, Metro also conducted a travel behavior survey within the four-county boundary of Clackamas, Multnomah and Washington Counties in Oregon and Clark County, Washington. As part of this survey, approximately 6,000 households kept a diary of activities performed over a two-day period, including identification of how individuals traveled to those activities. The study was designed to focus on the relationship between an activity type and the need for travel and highlighted the importance of all activities, whether "big" or "small." Results from the study are summarized in Table 2, below.

Table 2. Summary of 1994 Metro Travel Behavior/Activity Survey Results (for all trip purposes)

	Mode Share					Vehicle Miles per Capita	Auto Ownership per Household
Land Use Type	% Auto	% Walk	% Transit	% Bike	% Other		
Areas with Good Transit/ Mixed Use In Multnomah County	58.1%	27.0%	11.5%	1.9%	1.5%	9.80	0.93
Areas With Good Transit Only In Multnomah County	74.4%	15.2%	7.9%	1.4%	1.1%	13.28	1.50
Remainder of Multnomah County	81.5%	9.7%	3.5%	1.6%	3.7%	17.34	1.74
Remainder of Region	87.3%	6.1%	1.2%	0.8%	4.6%	21.79	1.93

Areas with good transit service and a good mix of land uses showed the highest percentage of alternative mode use (41.9 percent combined). Conversely, the remainder of the region showed the highest percentage of automobile use (87.3 percent). This indicates that individuals are likely to use the automobile when no other choices exist, but

may choose other alternatives when they are available. The results of this study support this region's effort to link land use and transportation planning as a means to provide a balanced, multi-modal transportation system.

Conclusions

Assessment of federal, state and regional mandates and analysis of data from the Region 2040 process produced the following conclusions:

Transportation Iimplications

- The transportation system must serve the urban form established in the 2040 Growth Concept if the region is to be successful in managing expected growth.
- In addition to supporting implementation of the 2040 Growth Concept, policy implementation must give top priority to projects or programs that maintain or preserve existing transportation infrastructure and address safety-related deficiencies, including the safety of pedestrians and cyclists.
- Transportation investment should be a priority in key target areas, particularly the central city, regional centers, industrial areas, transit corridors and station areas.
- The density of the regional street network must be expanded to accommodate planned population and employment growth, particularly in areas where significant increases in density are planned, such as regional centers. Portions of the existing street network also warrant expansion to meet new demands. These new or expanded streets must be designed as multi-modal facilities, reflecting the variety of travel demands that accompany each land-use component.
- Higher-density, mixed-use locations should be tied to the highest quality transit and should provide improved pedestrian and bicycling environments.
- Improved transit, pedestrian and bicycle travel, parking limits and other transportation demand management actions complement higher-density land use designations and will help achieve mandated 10 percent reduction in VMT per capita in the UGB by 2015 and a 20 percent reduction by 2025.
- Local governments should implement code changes that address building orientation and pedestrian access to transit, particularly in higher-density centers and corridors, consistent with requirements contained in the Oregon Transportation Planning Rule.
- Access to highway corridors that connect the region to neighboring towns must be limited to reduce urban development pressure on adjacent rural lands.
- Specific urban connector routes through rural areas outside the Metro UGB should be designated as such and designed to ensure safe, efficient travel while discouraging urban development. Other rural routes should be limited to serve only rural needs to reduce urban development pressure.
- Parking limitations, pedestrian amenities and compact, more densely developed urban areas should be implemented to reduce vehicle miles traveled and to increase transit ridership.

- Local street connectivity must be improved for more direct local access to reduce excess demand on regional routes and to promote alternative modes.
- A balance between jobs and housing within the market areas of regional centers can minimize travel needs for both shorter commutes and closer access to retail and other commercial services.
- The projected growth in the flow of goods in this region is an important consideration in the region's land-use and transportation planning efforts. This significant growth points to the need to make available adequate land for expansion of intermodal facilities, manufacturing, wholesale and distribution activities and to continue maintaining and enhancing the freight transportation network.

Air Qquality Iimplications

- Metro must establish minimum and maximum parking ratios consistent with air quality maintenance plans. In areas where transit is provided or other non-auto modes are convenient, less parking should be provided while allowing accessibility and mobility for all modes, including autos. See Table 2 of the Urban Growth Management Functional Plan.
- Regional transportation investment should maintain compliance with air quality standards. Investment should support regional transit service hours increases averaging at least 1.5 percent annually, completion of the west-side light rail transit facility and completion of the light rail transit facility in the South/North corridor by the year 2007.
- If greater reduction of transportation-related pollutant emissions becomes necessary to assure maintenance of the ozone standard, federal transportation funding may increasingly be diverted to trip reduction programs and transit, bike and pedestrian capital projects. Accordingly, all major roadway expansion, construction or reconstruction projects must include pedestrian and bicycle facilities.

Water Qquality Iimplications

Impervious surfaces are hard surfaces that do not allow water to soak into the ground, and increase the amount of storm water running off into the storm water drainage system. The majority of total impervious surfaces is from roads, sidewalks, parking lots and driveways. Storm water runoff from these impervious surfaces reduces the amount of recharge of water to ground water and increases the capacity requirements of the storm water drainage system. Higher impervious surface coverage has been linked to dramatic changes in the shape of streams, water quality, water temperature and the health of the flora and fauna that live in the natural waterways. Examples of impervious surface reduction techniques include:

- consider use of open channels and swales on smaller streets and roads, as long as runoff velocities are low enough to prevent erosion;

- grade sidewalks so that storm water runs off into adjacent unpaved areas such as planting strips or landscaped private property;
- encourage the use of shared parking to reduce the size and number of parking lots;
- consider reducing commercial, industrial and multi-family use parking requirements to reduce impervious surface coverage;
- encourage shared driveways between adjacent development projects;
- follow guidelines for erosion control techniques during construction of regional streets and adjacent development projects.

Policies[1]

The following section contains the policies for regional transportation. It should be noted that implementation of these policies is through the Regional Transportation Plan, a Metro functional plan that includes both recommendations and requirements for cities and counties of the region. The RTP is now being revised and as the Metro Council considers potential changes to the existing RTP, the Regional Framework Plan may be revised.

2.1 Intergovernmental coordination

2.1.1. Coordinate among the local, regional and state jurisdictions that own and operate the region's transportation system to better provide for state and regional transportation needs. These partners include the cities and counties of the region, Metro, the Oregon Department of Transportation (ODOT), the Oregon Department of Environmental Quality, the Port of Portland and Tri-Met. Metro also coordinates with RTC, C-Tran, the Washington Department of Transportation (Wash-DOT), the Southwest Washington Air Pollution Control Authority (SWWAPCA) and other Clark County Governments on bi-state issues.

[1] The following policies result from integration of the air quality and transportation objectives in the adopted Regional Urban Growth Goals and Objectives (RUGGO) and policies approved by resolution by the Metro Council in July 1996 as part of the Regional Transportation Plan (RTP) update. These policies comply with and replace the air quality and transportation objectives adopted in the RUGGOs. They also comply with the 2040 Growth Concept, the federal Intermodal Surface Transportation Efficiency Act (ISTEA), Clean Air Act Amendments (CAAA) and Americans with Disabilities Act (ADA), the Oregon Transportation Planning Rule (TPR) and the Oregon Transportation Plan (OTP). These mandates are described in the Background section of this chapter. The RTP, which will be updated in early 1998, will continue to provide specific transportation information, including project identification and funding criteria

2.2 Consistency between land use and transportation planning

2.2.1. Ensure the identified function, capacity and level of service of transportation facilities are consistent with applicable regional land use and transportation policies~~goals~~ as well as the adjacent land use patterns.

2.3 Public involvement

2.3.1. Provide complete information, timely public notice, full public access to key decisions and support broad-based, early and continuing involvement of the public in all aspects of the transportation planning process that is consistent with Metro's adopted regional Public Involvement Policy and Local Public Involvement Policy for transportation planning. This includes involving individuals~~those~~ traditionally under-served by the existing system, individuals~~those~~ traditionally under-represented in the transportation planning process, the general public and local, regional and state jurisdictions that own and operate the region's transportation system in all aspects of the transportation planning process.

2.3.2. Develop a detailed public involvement work plan consistent with the regional Public Involvement Policy for each transportation plan, program or project.

2.3.3. Provide opportunities for the public to supply input. Revise work scopes, plans and programs to reflect public comment, as appropriate. Create a record of public comment received and agency response regarding draft transportation plans and programs at the regional level.

2.4 System objectives

In developing new transportation system infrastructure, the highest priority should be providing~~meeting the~~ accessibility and mobility to and from~~needs of the~~ central city, regional centers and industrial areas and intermodal facilities. Specific~~Such~~ needs, associated with ensuring access to jobs, housing, cultural and recreational opportunities and shopping within and among those centers, should be assessed and met through a combination of intensifying land uses and increasing transportation system capacity so as to mitigate negative impacts on environmental quality and where and how people live, work and play. The region's system-wide policies are:

2.4.1. Implement a transportation system that serves the region's current and future travel needs and implements the 2040 Growth Concept.

2.4.2. Provide a cost-effective transportation system.

2.4.3. Protect the region's livability.

2.4.4. Protect the region's natural environment.

2.4.5. Improve the safety of the transportation system.

2.4.6. Provide for statewide, national and international connections to and from the region, consistent with the Oregon Transportation Plan.

2.4.7. Provide for the movement of people and goods through an interconnected system of road, air and rail systems, including passenger and freight intermodal facilities, major distribution facilities and air and water terminals.

2.5 Transportation finance

2.5.1. Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs.

2.5.2. Emphasize the maintenance, preservation and effective use of transportation infrastructure in the selection of the RTP projects and programs.

2.5.3. Anticipate and address system deficiencies that threaten the safety of the traveling public in the implementation of the RTP.

2.5.4. Recognize financial constraints and provide public investment guidance for achieving the desired urban form.

2.6 Urban form

2.6.1. Support and maintain a compact urban form with specific strategies that address mobility and accessibility needs and use transportation investments to leverage desired land use patterns.

2.6.2. Serve new development with interconnected public streets which provide safe and convenient pedestrian, bicycle and motor vehicle access.

2.6.3. Provide street, bicycle and pedestrian connections to transit routes within and between new and existing residential, commercial and employment areas and other activity centers.

2.6.4. Encourage development consistent with desired land use patterns that supports increased mobility and accessibility, particularly by transit, walking and bicycling.

2.7 Jobs/housing balance

2.7.1. Support a balance of jobs and housing in each subarea of the region to reduce the need for additional transportation facilities. Provide housing that is easily accessible to jobs and that is affordable to all members of the workforce.

2.8 Transportation education

2.8.1. Encourage bicyclists, motorists and pedestrians to share the road safely. Expand the amount of information available about alternative modes of travel to encourage their use.

2.9 Barrier-free transportation

2.9.1. Provide transportation facilities that comply with the Americans with Disabilities Act of 1990 (ADA).

2.9.2. Continue to work with Tri-Met and local jurisdictions to identify and assess structural barriers to mobility for transportation disadvantaged populations in the current and planned regional transportation system .

2.9.3. Continue to work with Tri-Met and local jurisdictions to make public transportation stops and walkway approaches accessible.

2.10 Transportation balance

2.10.1. Provide a multi-modal regional transportation system that reduces reliance on any single mode of travel and increases the use of alternative modes of travel.

2.11 Street design

Regional street design policies address federal, state and regional transportation planning mandates with street design elements~~concepts~~ intended to link~~mix~~ land use and transportation planning ~~in a manner that~~ These street design policies are intended to support~~s~~ individual 2040 Growth Concept land use design types~~components~~, reduce~~s~~ reliance on any single mode of travel and increase~~s~~ the use of alternative modes of travel. These design concepts reflect the fact that streets perform many, often conflicting functions, and that there is a need to reconcile conflicts among travel modes. The regional street design map (see Figure 2.1) will work in tandem with the modal system maps shown at the end of this chapter. The region's street design policies are:

2.11.1. Provide regional street design concepts to guide local implementation of the 2040 Growth Concept.

2.11.2. Support local implementation of regional street design concepts in local transportation system plans (TSPs).

2.11.3. Manage the regional street system to achieve the access and mobility needs of each of the 2040 design types.

2.11.4. Although focused on motor vehicle travel, the system is multi-modal, with street design criteria intended to limit the impact of motor vehicles on bicyclists, pedestrians, public transportation and pedestrian and transit-oriented districts.

2.11.5. To implement regional street design policies, Metro shall consider non-binding guidelines contained in "Creating Livable Streets: Street Design Guidelines for 2040" (1997) and other non-binding resources.

2.12 Motor vehicle transportation

The motor vehicle system provides access to the central city, regional centers, industrial areas and intermodal facilities, with an emphasis on mobility between these destinations. The regional motor vehicle system is shown in Figure 2.2 at the end of this chapter. This plan recognizes the need to accommodate a variety of trip types on the regional motor vehicle system that include shopping, recreation, personal errands, commuting to work or school, commerce, freight movement and public transportation. Although focused on motor vehicle travel, the system described in this section is multi-modal, with design criteria intended to serve motor vehicle mobility needs, while reinforcing the urban form of the 2040 Growth Concept. While the motor vehicle system usually serves bicycle and

pedestrian travel, the system is designed to limit impacts of motor vehicles on pedestrian and transit-oriented districts. The region's motor vehicle system policies are:

2.12.1. Provide a regional motor vehicle system of arterials and collectors that connect the central city, regional centers, industrial areas and intermodal facilities, and other regional destinations, and provide regional accessibility and mobility.

2.12.2. Implement a congestion management system to identify and evaluate low cost strategies to mitigate and manage congestion in the metropolitan region.

2.13 Public transportation

The regional public transportation system is a key component in providing access to the region's most important activity centers, and for 25 years has been the centerpiece to the region's strategies for improving air quality and reducing reliance on the automobile as a principal mode of travel. Public transportation service is also prominent in Metro's 2040 Growth Concept, such that key elements of the concept, including regional centers, town centers, corridors, main streets and station communities, are strongly oriented toward existing and planned public transportation service. The regional public transportation system map is shown in Figure 2.3 at the end of this chapter. Public transportation ridership is highly dependent on pedestrian access and adjacent land use. Therefore, the overarching goal of the public transportation system, within the context of the 2040 Growth Concept, is to provide an appropriate level of access to regional activities for everyone residing within the Urban Growth Boundary (UGB). An important aspect of this goal is promoting public transportation amenities and connections to serve the region's major activity centers. Providing amenities that make walking to or waiting for transit safer and more pleasant (e.g., street lighting, benches, bus shelters and improved street crossings) can benefit other elements of the region's transportation system and complement the region's urban form and growth management goals. The region's public transportation policies are:

2.13.1. Develop a public transportation system that provides a primary transit level of service to central city, regional centers and a primary or secondary transit level of service to industrial areas, intermodal facilities and special regional destinations (such as major colleges or entertainment facilities).

2.13.2. Develop a public transportation system that provides a primary transit level of service to station communities, town centers, main streets, corridors and special community destinations (such as local colleges or entertainment facilities).

2.13.3. Develop a public transportation system that provides a secondary transit level of service to employment areas, outer neighborhoods and inner- neighborhoods).

2.13.4. Continue to develop fixed-route service and complementary paratransit services which comply with the Americans with Disabilities Act of 1990 (ADA).

2.13.5. Continue efforts to maintain transit as the safest form of motorized transportation in the region.

2.13.6. Expand the amount of information available about public transportation to encourage more people to use the system.

2.13.7. Continue efforts to make public transportation an environmentally friendly form of motorized transportation.

2.13.8. Increase use of transit through making public transportation competitive with the private automobile.

2.14 Pedestrian transportation

Walking is the most basic form of transportation and links most other trip types. All bicycle, bus, light rail, car and truck trips being and end in a walk. By providing dedicated space for those on foot or using mobility devices, pedestrian facilities are recognized as an important incentive that promotes walking as a mode of travel. Walking for short distances is an attractive option for most people when safe and convenient pedestrian facilities are available. Combined with adequate sidewalks and curb ramps, amenities such as benches, curb extensions, marked street crossings, landscaping and wide planting strips make walking a safe, attractive and convenient mode of travel. This benefits other elements of the region's transportation system and complements the region's urban form and growth management goals. For example, both bus users and motorists benefit from an improved pedestrian environment. Improved street crossings, street lighting, bus shelters, benches and wide planting strips that create a buffer for pedestrians between the curb and sidewalk are examples of pedestrian improvements that make waiting for a bus safer and more appealing. For motorists, where there are sidewalks and street crossing opportunities, a person can park a car once to access several destinations. The focus of the regional pedestrian system is identifying areas of high, or potentially high, pedestrian activity in order to target infrastructure improvements that can be made with regional funds. The regional pedestrian system map

is shown in Figure 2.4 at the end of this chapter. The region's pedestrian system policies are:

2.14.1. Increase the walk mode share for short trips, including walking to public transportation within the central city, regional centers, town centers, main streets, corridors and LRT station communities and as access to regionally significant parks, open spaces and recreational facilities.

2.14.2. Increase walking for short trips and improve access to the region's public transportation system through pedestrian improvements and changes in land use patterns, designs and densities.

2.14.3. Make the pedestrian environment safe, convenient, attractive and accessible for all users.

2.14.4. Provide for pedestrian access, appropriate to existing and planned land uses, street classification and public transportation, as a part of all transportation projects.

2.14.5. Encourage motorists, bicyclists and pedestrians to share the roadway safely.

2.15 Bicycle transportation

The bicycle is an important component in the region's strategy to provide a multi-modal transportation system. The regional bicycle system map is shown in Figure 2.5 at the end of this chapter. The 2040 growth concept focuses growth in the central city and regional centers, station communities, town centers and main streets. One way to meet the region's travel needs is to provide greater opportunity to use bicycles for shorter trips and to access regionally significant parks, open spaces and recreational facilities. The region's bicycle system policies are:

2.15.1. Provide a continuous regional network of safe and convenient bikeways integrated with other transportation modes and local bikeway systems.

2.15.2. Increase the modal share of bicycle trips.

2.15.3. Ensure that all transportation projects include bicycle facilities using established design standards appropriate to regional land use and street classifications.

2.15.4. Encourage bicyclists and motorists to share the road safely.

2.16 Freight movement

Developing and adopting the Regional Freight System~~Network~~ and associated system goals acknowledges that the movement of goods and services makes a significant contribution to the region's economy and wealth, and that it contributes to our quality of life. The region's relative number of jobs in transportation and wholesale trade exceeds the national average. The regional economy has historically, and continues to be closely tied to the transportation and distribution sectors. This trend is projected to increase. Freight volume is projected (by the 2040 Commodity Flow Analysis) to grow two to three times by 2040 - a rate faster than population growth. The significant growth in freight projected by the 2040 Commodity Flow Analysis indicates the need to make available adequate land for expansion of intermodal facilities, manufacturing, wholesale and distribution activities, and to continue maintaining and enhancing the freight transportation network. The 2040 Growth Concept~~Recommended Alternative~~ identifies industrial sanctuaries for distribution and manufacturing activities~~.~~; ~~T~~the RTP freight system~~network~~ identifies the transportation infrastructure and intermodal facilities that serve these land uses and commodities flowing through the region to national and international markets. The regional freight system map is shown in Figure 2.6 at the end of this chapter. The region's freight system policies are:

2.16.1. Provide efficient, cost-effective and safe movement of freight in and through the region.

2.16.2. Maintain and enhance the region's competitive advantage in freight distribution through efficient use of a flexible, continuous, multi-modal transportation network that offers competitive choices for freight movement.

2.16.3. Protect and enhance public and private investments in the freight network.

2.16.4. Promote the safe operation of the freight system.

2.17 Parking management

The Oregon Transportation Planning Rule requires that the *Regional Transportation Plan* include methods to reduce non-residential parking spaces per capita by 10 percent over the next 20 years (by 2015). The requirement is one aspect of the rule's overall objective to reduce per-capita vehicle miles traveled (VMT), promote alternative modes and encourage pedestrian and bicycle friendly development.

The mode of travel is directly influenced by the convenience and cost of parking. As auto parking in densely developed areas becomes less convenient and more costly, alternative modes of travel (e.g., public transportation, bicycle, walk and telecommute) become relatively more attractive. In addition, as alternative modes of travel are used more for work and non-work trips, the demand for scarce parking decreases. The reduction in demand will allow the region to develop more compactly and provide the opportunity for redevelopment of existing parking into other important and higher end uses. The region's parking management policies are:

2.17.1. Reduce the demand for parking by increasing the use of alternative modes for accessing the central city, regional centers, town centers, main streets and employment areas.

2.17.2. Reduce the number of off-street parking spaces per capita.

2.17.3. Provide regional support for implementation of the voluntary parking provisions of the Portland region's Ozone Maintenance Plan.

2.17.4. Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers, main streets and employment centers to support the 2040 Growth Concept and related RTP goals and objectives.

2.17.5. Establish minimum and maximum parking ratios no greater than those listed in Regional Parking Ratios Table and as illustrated in the Parking Maximum Map in Title 2 of the Urban Growth Management Functional Plan. The designation of A and B zones on the Parking Maximum Map should be reviewed after the completion of the Regional Transportation Plan update and every three years thereafter.

2.18 Transportation demand management

Transportation demand management (TDM) is not one action, but rather a series of actions to promote shared ride and the use of alternative modes, especially during the most congested times of the day. The term TDM encompasses the strategies, techniques and supporting actions that encourage non–single occupant vehicle travel (i.e., transit, walk, bike, carpool and telecommute), as well as measures to reduce per-capita vehicle miles traveled (VMT).

The primary benefit of managing travel demand is to minimize the need to expand the capacity of the region's transportation system (i.e., building new highways or adding

lanes to existing highways) and make more efficient use of non-SOV modes (transit, walk, bike, carpool and telecommute) of travel. Managing travel demand will also help the region reduce overall per-capita vehicle travel, reduce air pollution and maximize energy conservation in a relatively low-cost manner. Regional TDM policies are ~~also~~ intended to complement city and county ~~local jurisdiction~~ efforts to assist employers in implementing measures to meet the Department of Environmental Quality Employee Commute Options (ECO) rule. ~~and~~ Regional TDM policies also help the region achieve its 2040 Growth Concept land use accessibility goals. The region's transportation demand management policies are:

2.18.1. Enhance mobility and support the use of alternative transportation modes by improving regional accessibility to public transportation, carpooling, telecommuting, bicycling and walking options.

2.18.2. Promote policies and strategies that reduce travel by single occupant vehicles (SOV) in order to help the region achieve the 10 percent reduction in vehicle miles traveled (VMT) per capita as required by the Transportation Planning Rule (TPR) over the Regional Transportation Plan planning period, and that improve air quality.

2.18.3. Provide incentives for employers and developers to build/locate in the 2040 Growth Concept central city, regional centers, town centers, station communities and transit corridors to promote more compact land use.

2.18.4. Continue to coordinate efforts to promote TDM at the regional and local level.

2.18.5. Implement TDM support programs to reduce the need to travel, and to make it more convenient for people to use alternative modes for all trips throughout the region.

2.18.6. Increase public knowledge and understanding about TDM as a tool to reduce congestion, reduce air pollution, implement the 2040 Growth Concept and to help the region meet the TPR VMT per capita and parking per capita reduction targets.

2.18.7. Mode split will be used as the key regional measure for transportation effectiveness in this region. Metro shall establish an alternative mode split target (defined as non-Single Occupancy Vehicle person trips as a percentage of all

person trips for all modes of transportation) for each of the 2040 Design Types identified in Table 3, below.

The alternative mode split targets shall be evaluated for each 2040 Design Type based on their ability to help the region meet the Transportation Planning Rule 10 percent VMT reduction requirement. Metro will develop additional guidance in the Regional Transportation Plan on methods to implement these regional mode split targets.

Table 3. Regional Non-SOV Mode Split Targets
Needed To Achieve State Transportation Planning Rule 10% VMT/Capita Reduction Requirement (for trips to and within each 2040 Design Type)

2040 Design Type	Non-SOV* Mode Split Target
Central City	60-70%
Regional Centers, Town Centers, Main Streets, Station Communities and Corridors	45-55%
Industrial Areas and Intermodal Facilities, Employment Areas and Inner and Outer Neighborhoods	40-45%

*Non-SOV includes shared ride, bike, walk and transit.

2.19 Transportation system management

2.19.1. Use transportation system management techniques (e.g., signal improvements, intersection channelization, access management, HOV lanes, ramp metering, incident response, and programs that smooth transit operations) to optimize performance of the region's transportation systems. Mobility will be emphasized on corridor segments between high priority land use designations. Access and livability will be emphasized within such designations. Selection of appropriate TSM techniques will be according to the functional classification of corridor segments.

2.20 Right-of-way opportunities

2.20.1. Where appropriate, plan for the preservation of rights-of-way for future transportation projects, including future transportation corridors..

2.21 Adequacy of transportation facilities

2.21.1. Ensure that changes to land use patterns are consistent with the identified function, capacity and level of service (see Policy 2.28.1 which defines motor vehicle level of service) of the facility.

2.22 Urban to urban travel on rural routes

2.22.1. Minimize the impact of urban travel on rural land uses. Limit access to and minimize urban development pressure on resource lands adjacent to transportation corridors that link neighboring towns to the nearest regional center by designating urban connectors between these destinations as "green corridors", with exceptions identified in the motor vehicle system map (see Figure 2.2 at this end of this chapter).

2.23 Recreational travel and tourism

2.23.1 Provide reasonable and convenient access to regional cultural, historic or natural area sites for passive and active recreational or tourism purposes.

2.24 Natural environment

2.24.1 Place a priority on protecting the region's natural environment in all aspects of the transportation planning process.

2.24.2. Minimize the environmental impacts of system development, operations and maintenance.

2.24.3. Reduce negative impacts on parks, public open space, natural areas, wetlands and rural reserves arising from noise, visual impacts, physical segmentation and volume and pollutants of storm water runoff from transportation facilities.

2.25 Water quality

2.25.1. Protect the region's water quality by meeting applicable state and federal water quality standards and supporting local jurisdiction efforts to reduce impervious surface coverage in the development review and street design process.

2.26 Clean air

2.26.1. Protect and enhance air quality so that as growth occurs, human health and visibility of the Cascades and the Coast Range from within the region is maintained.

2.26.2. Encourage use of all modes of travel (e.g., transit, telecommuting, zero-emissions vehicles, ridesharing, bicycles and walking) that contribute to clean air.

2.26.3. Include strategies for planning and managing air quality in the regional airshed in the State Implementation Plan for the Portland-Vancouver air quality maintenance areas as required by the federal Clean Air Act Amendments.

2.26.4. Develop new regional strategies to comply with federal Clean Air Act Amendments requirements and provide capacity for future growth.

2.26.5. Work with the state to pursue close collaboration of the Oregon and Clark County Air Quality Management Areas.

2.27 Energy efficiency

2.27.1. Reduce the region's transportation-related energy consumption through increased use of transit, telecommuting, zero-emissions vehicles, ridesharing, bicycles and walking and through increasing efficiency of transportation network to diminish delay and corresponding fuel consumption.

2.28. Motor Vehicle Level Of Service

Establish acceptable motor vehicle level of service thresholds that balance the regional accessibility and mobility policies with the region's growth management objectives. Exceeding an acceptable threshold identifies a system deficiency or need. The appropriate motor vehicle level-of-service shall correspond to categories of design types defined in the 2040 Growth Concept and will be balanced against the alternative mode split target established for the various design types. A variable motor vehicle level-of-service will also enable the region to ensure that:

- limited resources are allocated to the most critical motor vehicle projects in the most critical areas
- limited resources remain to fund alternative mode projects and projects that best leverage the 2040 Growth Concept
- when road projects are recommended, they are sized consistent with the availability of limited resources, appropriate to the applicable 2040 design type and consistent with alternative mode split targets.

-A transportation need is identified when a particular transportation standard or threshold has been exceeded either through a land use action or projected travel demand. Subsequent to the identification of a need, an appropriate transportation strategy or solution is generally identified through a two-phased multi-modal planning and project development process. The first phase is multi-modal system-level planning that examines a number of transportation alternatives over a larger geographic area such as a

corridor or sub-area, or through a local or regional Transportation System Plan (TSP). The purpose of the TSP step is to determine the best mode and corridor to pursue in addressing an identified need after considering alternative modes and corridors. The second phase is project-level planning (also referred to as project development). The purpose of project-level planning is to develop design details and consider potential environmental impacts for the recommended mode and corridor identified during multi-modal system-level planning.

The Regional Transportation Plan shall provide specific thresholds, as appropriate, to ensure that the economic vitality and livability of any given area is protected from unacceptable levels-of-service occurring outside of normal peak periods of congestion.

One-hour of significant congestion is expected in both the a.m. peak-hour of the day and the p.m. peak-hour of the day within the Central City, Regional Centers, Main Streets and Station Communities because of the level of activity expected to occur in these areas. This level of congestion is acceptable in these 2040 Design Types because the opportunity to use alternative modes of travel is greatest in these areas. However, more than one-hour of significant congestion in either the a.m. peak-hour of the day or p.m. peak-hour of the day is unacceptable, with the preference being that these areas remain substantially uncongested for the remainder of the day.

Less congestion will be tolerated in the less concentrated Corridors, Industrial Areas, Intermodal Facilities, Employment Areas and Inner and Outer Neighborhoods.

Acceptable levels of congestion for Regional Highway Corridors will be determined on a case-by-case basis in the Regional Transportation Plan. Regional Highway Corridors are defined as I-84, I-205, I-5, I-405, US 26, OR 217, OR 224, 99E, 99W connecting to I-5 in Tualatin, the Sunrise Corridor, US 26 entering the eastern edge of the UGB, US 30 entering NW Portland, the Mount Hood Parkway, Marine Drive from I-5 to T-6 terminal, Going Street from I-5 to Swan Island and Airport Way from I-205 to Portland International Airport. (See Regional Highway Corridors map in Figure 2.7 at the end of this chapter.) ~~Projects or strategies, as appropriate, may be developed and proposed to address unacceptable levels of congestion, consistent with Sections A and B, below.~~

~~**A. Transportation Systems Analysis**~~

~~Congestion and growth management actions shall be considered at the appropriate system planning level. System planning is defined as regional or local transportation~~

~~system plans (TSPs), multi-modal corridor and sub-area studies, mode-specific plans or special studies.~~

~~1. To address congestion actions, Metro shall consider:~~
- ~~a. regional transportation demand management strategies~~
- ~~b. regional transportation system management techniques, including Intelligent Transportation Systems (ITS)~~
- ~~c. High Occupancy Vehicle (HOV) strategies~~
- ~~d. transit, bicycle and pedestrian improvements to improve mode split~~
- ~~e. congestion pricing~~

~~2. To address growth management actions, Metro shall consider:~~
- ~~a. consistency with regional land use and mode split policies~~
- ~~b. latent demand effects from other modes, routes or time of day~~
- ~~c. "downstream" transportation effects resulting from a proposed action~~

~~**B. Transportation Project Analysis**~~

~~For Metro to add a significant capacity expansion to a regional motor vehicle facility, the following actions shall be applied, unless a defined capacity expansion (need, mode, corridor and function) is included in the Regional Transportation Plan:~~

~~1. To address level of service, Metro shall implement the following:~~
- ~~a. transportation system management techniques~~
- ~~b. corridor or site-level transportation demand management techniques~~
- ~~c. additional motor vehicle capacity onto parallel facilities, including the consideration of a grid pattern consistent with connectivity standards contained in Title 6 of the Urban Growth Management Functional Plan~~
- ~~d. transit, bicycle and pedestrian improvements to improve mode split~~

~~2. To address preservation of motor vehicle function, Metro shall implement the following:~~
- ~~a. traffic calming~~
- ~~b. change the motor vehicle functional classification, consistent with the Regional Transportation Plan~~

~~3. To address or preserve existing street capacity, Metro shall implement the following:~~
- ~~a. transportation system management techniques (e.g. access management, signal interties, lane channelization)~~

~~4. To address regional street design policies, Metro shall consider non-binding guidelines contained in "Creating Livable Streets: Street Design Guidelines for 2040" (1997) and other non-binding resources~~

2.29. Transit Level Of Service

Establish transit level of service thresholds that balance the regional accessibility and mobility policies with the region's growth management objectives. Exceeding an acceptable threshold identifies a transit system deficiency or need. The Regional Transportation Plan shall define specific thresholds for each 2040 Design Type, as appropriate, to ensure that the highest quality transit service (in terms of coverage, speed and frequency) is available to the areas with the highest population and employment densities.

Within the Central City and Regional Centers, the regional public transportation system shall provide full coverage to high-quality transit service for all households and jobs within ¼-mile of that service, including routes competitive with the automobile and frequent service to its full market area.

Within Town Centers, Main Streets, Station Communities and Corridors, the regional public transportation system shall provide full coverage to high-quality transit service for all households and jobs within ¼-mile of that service, including routes competitive with the automobile.

Within Industrial Areas and Intermodal Facilities, Employment Areas and Inner and Outer Neighborhoods, the regional public transportation system shall provide an appropriate level of transit service, if densities in those Design Types exceeds 10 persons per acre.

Policy 2.30. Local Street Connectivity

Establish 10 to 16 street intersections per mile as a minimum range for local street connectivity, except where topography, barriers such as railroads or freeways, or environmental constraints such as major streams and rivers, prevent full street connections. The number of street intersections should be greatest in the highest density mixed-use centers. Consider bicycle, pedestrian and emergency accessway connections on public easements or right-of-way when full street connections are not possible, with spacing between auto connections of at least 16 connections per mile in the highest density mixed-use centers, except where topography, barriers such as railroads or freeways, or environmental constraints such as major streams and rivers, prevent street extension.

Placeholder for Figure 2.1 Regional Street Design Map

Placeholder for Figure 2.2 Regional Motor Vehicle System Map

Placeholder for Figure 2.3 Regional Public Transportation System Map

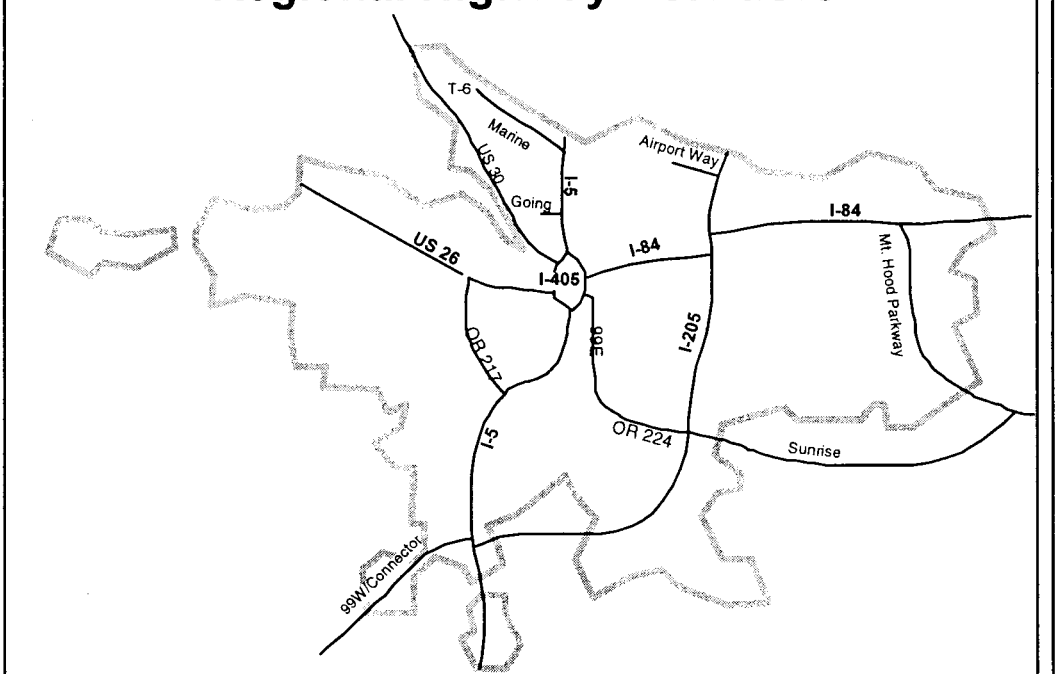
Placeholder for Figure 2.4 Regional Pedestrian System Map

Placeholder for Figure 2.5 Regional Bicycle System Map

Placeholder for Figure 2.6 Regional Freight System Map

Figure 2.7

Regional Highway Corridors



9-12-97

M E M O R A N D U M

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METRO

Date: November 12, 1997

To: JPACT

From: Andrew Cotugno, Transportation Director

Subject: **Errata Sheet for** "Summary of Comments Received to Date About Version 2.0 of Chapter 2 (Transportation) of the Regional Framework Plan (*dated September 18, 1997*)"

The following comments were not included in the November 6 memo, ""Summary of Comments Received to Date About Version 2.0 of Chapter 2 (Transportation) of the Regional Framework Plan (*dated September 18, 1997*)." For each comment, included is a discussion of the issue and a TPAC recommendation.

1) In reference to the Regional Street Design Map, designate 15th Street between McLoughlin Boulevard and Washington Street as a Collector of Regional Significance instead of 14th Street, between the same streets. This would be consistent with the Oregon City Master Plan recommendations. (Tamara De Ridder, City of Oregon City)

   TPAC Recommendation: Agree. Amend as requested.

2) In reference to the Regional Street Design Map, relocate the future light rail alignment in the downtown area to fall parallel and in between Center Street and Railroad Avenue. The current alignment is located on the ridge above downtown. (Tamara De Ridder, City of Oregon City)

   TPAC Recommendation: Agree. Amend as requested.

3) In reference to the Regional Street Design Map, designate Beavercreek Road as a Community Street from S 213 to Kaen Road and then north on Kaen Road to the "T" intersection with Warner Milne. (Tamara De Ridder, City of Oregon City)

   TPAC Recommendation: Agree. Amend as requested.

4) In reference to the Regional Street Design Map, delete the Community Street designation on Warner Milne from Kaen Road east to the intersection with Mollala Avenue. (Tamara De Ridder, City of Oregon City)

TPAC Recommendation: Disagree. This segment remains a collector on the local plan and should similarly remain a collector in the regional plan.