

**METRO**

Date: September 3, 1997

To: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

From: Jon Kvistad, Chair

Re: **Cancellation** of September 11, 1997 JPACT Meeting;  
Notification of joint JPACT/MPAC Meeting Scheduled on  
Wednesday, September 17, at 5:00 p.m., Council Chamber

Please be advised that the September 11 JPACT meeting has been canceled. The focus of our attention this month is preparation for the joint JPACT/MPAC meeting on September 17 to discuss the transportation chapter of the *Regional Framework Plan*. TPAC and an MPAC/JPACT subcommittee have been working with Metro staff to review proposals for the Framework Plan Chapter on Transportation, system maps, level-of-service standards, non-SOV mode split targets and a direction for street design and street connectivity. Their recommendations will be the focus for discussion on September 17.

As requested at the last JPACT meeting, information on the I-5 bridge closure is enclosed for your review.

JK:ACC:lmk

Attachment

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METRO

*Agenda by  
Handouts for  
9/17 St. PMG  
MPAC Mtg.*

Joint JPACT, MPAC and Council Transportation Committee

**Regional Framework Plan Workshop**

Wednesday, September 17, 5:30 - 7:30 PM

Council Chambers, Metro Regional Center

**Agenda**

- I. Overview of Chapter 2 of Regional Framework Plan (Cotugno)
- II. Subcommittee Report on Chapter 2 (Ogden)
- III. Committee Recommendations:
  - Draft regional transportation system maps; designation of LRT, commuter rail and central city streetcar
  - Proposed transit and motor vehicle level-of-service policies
  - Draft mode-split targets
  - Regional street design policy
  - Street connectivity policy

Please note special meeting start time

## **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~~automobile trips per person~~ 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.

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 Oregon SIP required the region to implement specific transportation control measures (TCMs) were developed to reduce automobile emissions to show standards maintenance through the ten-year plan period in the region. These measures include projects to provide facilities for alternative modes, demand management programs to encourage use of alternative modes and implementation of the 2040 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.

Currently, the status of the Portland-Vancouver AQMA is under review for attainment of federal air quality standards. The AQMA is anticipated to be found in compliance with requirements to meet and maintain federal air quality standards for carbon monoxide and ozone for a ten-year time period. However, it is likely that because of expected future growth, air quality regulations may stipulate certain measures remain in place or be enhanced in order for the region to remain in attainment as additional growth occurs. 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
<ul style="list-style-type: none"> <li>• Milwaukie High School</li> <li>• <u>Sauvie Island</u></li> <li>• <u>Carus (approximately 5 miles south of Oregon City on Highway 213)</u></li> </ul>	<ul style="list-style-type: none"> <li>• <u>4th/Alder Street - downtown Portland</u></li> <li>• <u>Postal Building - downtown Portland</u></li> <li>• <u>SE 82nd Avenue/Division Street - Portland</u></li> </ul>

In 1996, the AQMA area exceeded the summer ozone standard twice at one monitoring location (Milwaukie High School). A ~~fourth~~<sup>third</sup> exceedance, at one monitoring location over a three-year period, would violate federal air quality standards and trigger the ~~region's transportation control measures as defined in 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 are to be included in 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 mandates**

The Oregon Transportation Planning Rule (TPR) focuses on the link between land use and transportation and intends to ensure that planned transportation systems support land use and travel patterns 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. 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 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 Metro Charter by voters in the region, Metro was directed to complete a Future Vision. The Future Vision statement that resulted from this mandate included 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 Regional Transportation Plan (RTP). The Regional Urban Growth Goals and Objectives (RUGGOs) were adopted in 1991 in response to direction by the Oregon Legislature to develop regional land use goals and objectives. The RUGGOs establish a process for coordinating planning in the metropolitan area in an effort to preserve regional livability. The RUGGOs also provide 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 ~~these~~ RUGGOs policies and ~~with new~~ Chapter 1 policies developed as part of the current Regional Transportation Plan update. In addition, new policies were created for the Regional Framework plan that address mandates in ISTEA, ADA, CAAA, the Oregon Transportation Planning Rule and the Oregon Transportation Plan.

Likewise, ~~t~~The Regional Transportation Plan update ~~is driven by~~ is being updated to respond to the same federal and state requirements ~~contained in ISTEA, ADA, CAAA, the Oregon Transportation Planning Rule and the need 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 will be used to direct and define ~~a 20-year plan of specific improvements to the regional transportation system for the next 20 years, and will result in an updated Regional Transportation Plan that will serve as the transportation element of the Regional Framework Plan.~~ The plan update is expected to be completed in ~~March 1998~~ December 1997. The analyses from this update may result in revisions to this chapter.

Regarding the relationship of Regional Transportation Plan policies to Regional Framework Plan policies, the Regional Framework Plan establishes policies for Metro. Separate functional plans will clearly identify the role that local governments will play in implementing this 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. The Regional Framework Plan will not include objectives and performance measures.

This chapter of the Regional Framework Plan will be implemented through the 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 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 2040 Growth Concept resulted from this process and 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, the success of the concept, in large part, hinges on regional transportation policy. The following section includes general descriptions of the 2040 Growth Concept land-use components 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 primary components. For this reason, these components are the primary focus of transportation implementation policies and infrastructure investments defined in the 1996 Regional Transportation Plan.

### **Central city and regional centers**

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 as complementary centers of regional economic activity. These areas 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 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 also 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 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 encourages public transportation, bicycle and pedestrian travel while also accommodating auto and freight movement.

### **Industrial areas and intermodal facilities**

Industrial areas 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 centers, station communities, main streets and corridors**

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 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 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 centers and neighborhoods**

Some 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 reserves**

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 outside the region's urban areas**

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 will 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)**

<b><u>Land Use Type</u></b>	<b><u>Mode Share</u></b>					<b><u>Vehicle Miles per Capita</u></b>	<b><u>Auto Ownership per Household</u></b>
	<b><u>% Auto</u></b>	<b><u>% Walk</u></b>	<b><u>% Transit</u></b>	<b><u>% Bike</u></b>	<b><u>% Other</u></b>		
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 implications

- The transportation system must serve the urban form established in the 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~~include improved pedestrian and bicycling environments.
- Improved transit, pedestrian and bicycle travel, parking limits and other transportation demand management actions ~~should~~ complement higher-density land use designations and will help achieve if a mandated 10 percent reduction in VMT per capita in the UGB by 2015 and a 20 percent reduction by 2025 is sought.
- Local governments should ~~be encouraged to~~ 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 ~~if urban development pressure on adjacent rural lands is sought.~~

- 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 to urban standards if this type of traffic is to be accommodated. Other rural routes should be limited to serve only rural needs if to reduce urban development pressure is not sought.
- Parking limitations, pedestrian amenities and compact, more densely developed urban areas should be implemented to reduce ~~employed if reductions in~~ vehicle miles traveled and to increase increases in transit ridership are sought.
- Local street connectivity must be improved for more direct local access to reduce, if reductions in excess demand on regional routes and to promote promotion of alternative modes is sought.
- 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 quality implications

- 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.
- Regional transportation investment should maintain compliance with air quality standards. Investment should support regional transit service hours increases averaging 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 on arterials or major collectors should must include pedestrian and bicycle facilities improvements where such facilities do not currently exist.

#### Water quality implications

Impervious surfaces are hard surfaces that do not allow water to soak into the ground, and increase the amount of stormwater running off into the stormwater drainage system. The majority of total impervious surfaces is from roads, sidewalks, parking lots and driveways. Stormwater 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<sup>1</sup>**

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

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<sup>1</sup> 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~~late 1997~~, will continue to provide specific transportation information, including project identification and funding criteria



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.

## **2.2 Consistency between land use and transportation planning**

2.2.1. Ensure the identified ~~Provide an adequate regional transportation system to support planned land uses and land uses which are consistent with the function, and capacity and level of service of planned transportation facilities are consistent with regional land use and transportation goals as well as the adjacent land use pattern~~ systems.

## **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 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.

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 ~~priorities~~**

In developing new transportation system infrastructure, the highest priority should be meeting the accessibility and mobility needs of the central city, and regional centers and industrial areas and intermodal facilities, and their suburban arterials when designated.

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 air and rail systems, including passenger and freight intermodal 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 n~~New development ~~with~~~~should be served by~~ interconnected public streets which provide safe and convenient pedestrian, bicycle and motor vehicle access.

2.6.3. ~~Provide s~~Street, bicycle and pedestrian connections ~~should be provided~~ 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. ~~Provide transportation facilities that~~ Support a balance of jobs and housing as 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~~well as the community identity of neighboring cities.~~

## **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 and address through a comprehensive program of transportation and other actions.~~

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 concepts intended to mix land use and transportation planning in a manner that supports individual 2040 Growth Concept land use components, reduces reliance on any single mode of travel and increases 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~~ the need to reconcile conflicts among travel modes. The regional street design map (see Figure ~~23~~.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 ~~land use components~~.

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 ~~23~~.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 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 23.3 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 ~~regional access to 2040 Growth Concept primary land use components (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) ~~with an appropriate level, quality and range of public transportation.~~

2.13.2. Develop a public transportation system that provides a primary transit level of service ~~community access to the 2040 Growth Concept secondary land use components~~ (station communities, town centers, main streets, corridors) and special community destinations (such as local colleges or entertainment facilities) ~~with high quality service.~~

2.13.3. Develop a public transportation ~~reliable, convenient and accessible system that provides a~~ secondary transit level of service to public transportation that provides access to the 2040 Growth Concept "other urban components" (e.g., 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 forms of motorized transportation in the region.

2.13.6. Expand the amount of information available about public transportation to encourage ~~allow~~ 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 ~~both expanding public transportation service and addressing a broad range of requirements for~~ 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 an 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.

2.14.24. 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.

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

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

2.14.54. 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 23.5 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 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 Recommended Alternative identifies industrial sanctuaries for distribution and manufacturing activities; the RTP freight 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 23.6 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 local jurisdiction efforts to assist employers in implementing measures to meet the Department of Environmental Quality Employee Commute Options (ECO) rule and 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 ~~and 10 percent reduction in parking spaces 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)**

<b>2040 Design Type</b>	<b>Non-SOV* Mode Split Target</b>
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 ~~Preserve existing and abandoned~~ rights-of-way for future transportation projects, including future transportation corridors.  
improvements.

## **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, and physical segmentation and volume and pollutants of stormwater runoff from transportation facilities.

## **2.25 Water quality**

~~2.25.1. Place a priority on protecting the region’s water quality in all aspects of the transportation planning process.~~

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 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 the 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 one-hour of significant 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 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, 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

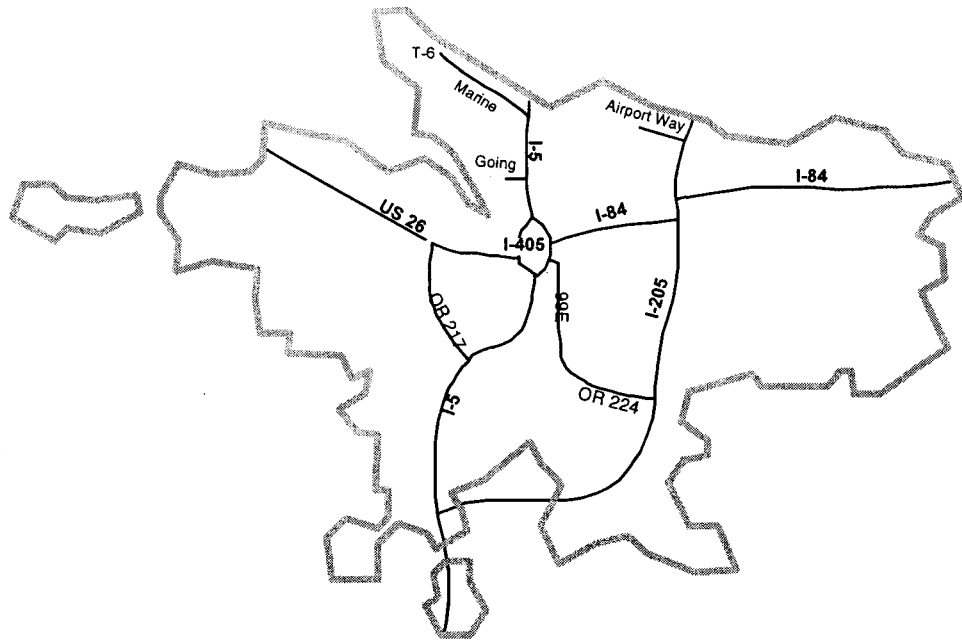
Placeholder for Figure 2.5 Regional Bicycle System Map

Placeholder for Figure 2.6 Regional Freight System Map

Placeholder for Figure 2.7 Regional Highway Corridors Map



**Figure 2.7**  
**Regional Highway Corridors**



# M E M O R A N D U M


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**METRO**

Date: September 17, 1997

To: MPAC and JPACT Committee Members and Interested Parties

From:  Andy Cotugno, Transportation Director

Subject: Summary of Recommendations Related to Chapter 2 of the Regional Framework Plan (divided into "Discussion Items" and "Consent Items")

Action Sought: **MPAC/JPACT Approval of Recommendations for Chapter 2 Revisions To Be Released for Public Review**

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This memo presents a summary of issues and public comments identified to date related to Chapter 2 of the Regional Framework Plan. For each comment, included is a discussion of the issue, a staff recommendation and, where appropriate, a TPAC and JPACT/MPAC subcommittee recommendation. The memo is divided into two sections:

- Discussion Items (Key issues that warrant further MPAC and JPACT discussion.)
- Consent Items (Other issues to be approved collectively "by consent," unless a specific issue is requested to be moved to the "Discussion Items" section. These items are primarily minor edits to Chapter 2 and clarify or expand existing Chapter 2 language.)

MPAC and JPACT recommendations for revisions to Chapter 2 will be forwarded to the Metro Council. The final Regional Framework Plan is scheduled to be released as part of the Metro Council's public hearings process (currently scheduled to begin October 16 and end November 13). MPAC and JPACT will be briefed on public comments submitted during that period and will be asked to make a final recommendation to the Metro Council prior to the final public hearing (currently scheduled for November 13). Metro Council final adoption of the Regional Framework Plan is scheduled to occur on November 20.

\*\*\*\*\*

## Discussion Items

- 1) Concern with having two policy documents (the Regional Framework Plan and the Regional Transportation Plan) for regional transportation.

Note: Transportation policies contained in Chapter 2 of the framework plan are a synthesis of existing policies contained in RUGGO and Chapter 1 of the RTP. In addition, new policies were created for the framework plan that reflect mandates in ISTEA, ADA, the OTP and the TPR. To the extent that these additional policies were not included in Chapter 1 of the RTP, the two policy documents are inconsistent.

**Staff Recommendation:** To resolve this inconsistency, staff is proposing revisions to Chapter 1 of the RTP. Revisions to Chapter 1 will accomplish the following: (1) reorganize Chapter 1 so that the chapter is less redundant without changing policy content or intent, (2) incorporate framework plan policies not reflected in Chapter 1 and (3) incorporate new policies for level of service, street design, connectivity and mode split targets as they are developed for the Regional Framework Plan. Once the revision is complete, Regional Framework Plan transportation policies will be exactly the same as goal statements in Chapter 1 of the RTP. 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 goal statement (policy) will be implemented and corresponding performance measures will be used to track implementation.

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 2) Add regional motor vehicle level of service policy to Chapter 2.

**Staff Recommendation:** Revise Chapter 2 to include new motor vehicle level of service policy 2.28., as follows:

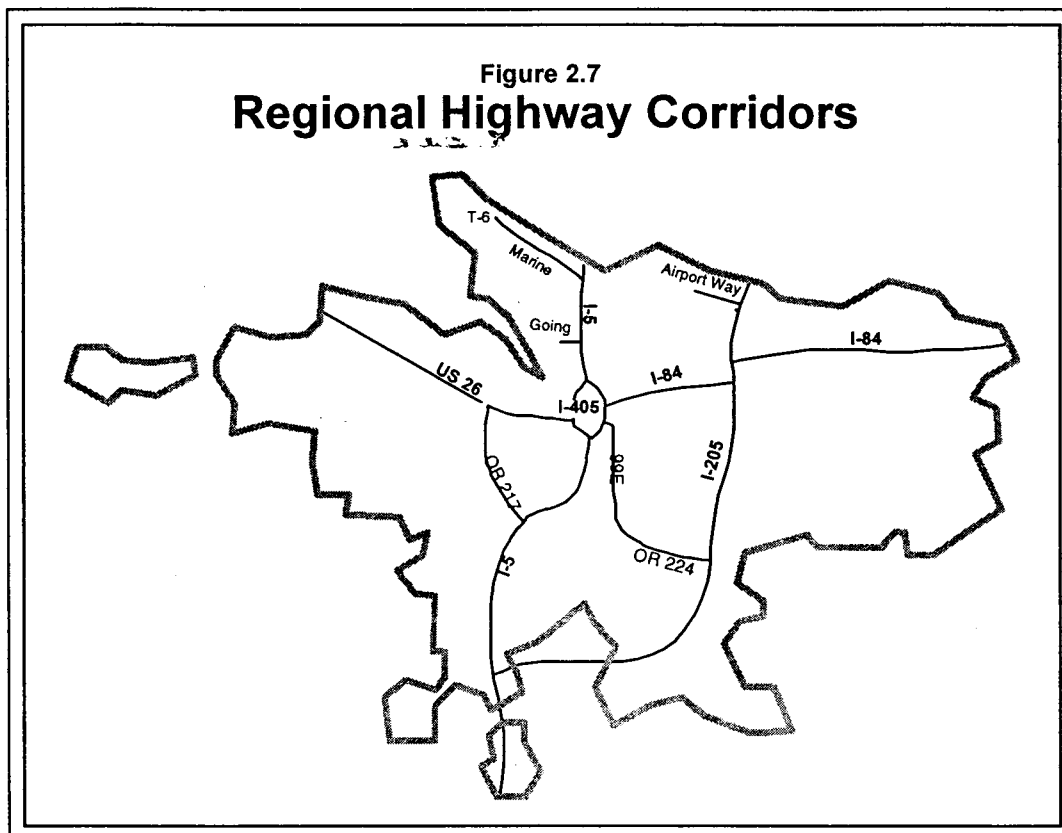
### **2.28. Motor Vehicle Level Of Service**

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 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 the 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 one-hour of significant 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 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, 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.)



The framework plan motor vehicle standard establishes acceptable levels of congestion for the peak hour and mid day for (a) concentrated centers and main streets, (b) less concentrated corridors, industrial areas and neighborhoods and (c) regional highways on a case by case basis. The framework plan also conditions these standards with the consideration that economic viability and livability of a given area should be protected by ensuring that peak period levels congestion are limited in duration.

To implement these policies, the following table is proposed for inclusion in the 1998 RTP:

**Table 4. Motor Vehicle Level of Service Deficiency Threshold\***

Location	Mid-Day One-Hour Peak			A.M./P.M. Two-Hour Peak		
	Preferred	Acceptable	Exceeds	Preferred	Acceptable	Exceeds
Central City, Regional Centers, Town Centers, Main Streets and Station Communities	C	E	F	1 <sup>st</sup> hour E 2 <sup>nd</sup> hour E	1 <sup>st</sup> hour F 2 <sup>nd</sup> hour E	1 <sup>st</sup> hour F 2 <sup>nd</sup> hour F
Corridors, Industrial Areas and Intermodal Facilities, Employment Areas and Inner and Outer Neighborhoods	C	D	E	1 <sup>st</sup> hour E 2 <sup>nd</sup> hour D	1 <sup>st</sup> hour E 2 <sup>nd</sup> hour E	1 <sup>st</sup> hour F 2 <sup>nd</sup> hour E
Regional Highway Corridors	identify and evaluate on a case-by-case basis to balance regional mobility and accessibility objectives			identify and evaluate on a case-by-case basis to balance regional mobility and accessibility objectives		

\* Motor vehicle level of service is determined by using either the latest edition of the Highway Capacity Manual (Transportation Research Board) or through volume to capacity ratio equivalencies as follows: LOS C = .8, LOS D = .8 to .9, LOS E = .9 to 1.0 and LOS F = greater than 1.0.

**TPAC Recommendation:** Adopt these provisions in the 1998 RTP, with the caveat that case-by-case regional highway measures must be developed and analyzed and other proposed level-of-service measures must be further evaluated.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 3) Add transit level of service policy to Chapter 2.

**Staff Recommendation:** Revise Chapter 2 to include new transit level of service policy 2.29., as follows:

#### **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.

To implement these policies, the following table is proposed for inclusion in the 1998 RTP. Table 5 identifies specific transit level-of-service thresholds for coverage, travel time and frequency for each 2040 Design Type.

**Table 5. Transit Level-of-Service Deficiency Thresholds**

<b>2040 Design Type</b>	<b>Threshold</b>
<u>For Travel Between and Within the Central City and Regional Centers</u>	<p>a. <u>100 percent access* to high-quality transit within ¼-mile of all households and employment.</u></p> <p>b. <u>the ratio of peak in-vehicle point-to-point travel time (route time) for transit is no more than 1.5 times the off-peak auto travel time**.</u></p> <p>c. <u>the ratio of the actual peak transit "trip time" (which includes in-vehicle travel time (IVTT)*** and out-of-vehicle travel time (OVTT)****) to the auto peak travel time is not greater than two).</u></p>
<u>For Travel Between and Within Town Centers, Main Streets, Station Communities and Corridors</u>	<p>a. <u>100 percent access to high-quality transit within ¼-mile of all households and employment.</u></p> <p>b. <u>the ratio of peak in-vehicle point-to-point travel time (route time) for transit is no more than 1.5 times the off-peak auto travel time.</u></p>
<u>For Travel Between and Within the Industrial Areas and Intermodal Facilities, Employment Areas and Inner and Outer Neighborhoods</u>	<p>a. <u>100 percent access to transit within ¼-mile of all areas that have a density of 10 persons per acre or greater.</u></p>

\* 100 percent access is defined as every person living or working in a designated land use is within ¼-mile of transit service.

\*\* Off-peak auto travel time is defined as auto travel time in minutes between an origin and a destination, occurring outside of the AM peak (7 a.m.-9 a.m.) and the PM peak (4:30 p.m.-6:30 p.m.).

\*\*\* In-vehicle travel time (IVTT) is defined as transit travel time in minutes between an origin and a destination, not including walk and wait time to or at a transit stop.

\*\*\*\* Out-of-vehicle travel time (OVTT) is defined as transit travel time in minutes between an origin and a destination, including walk and wait time to or at a transit stop.

In addition, Chapter 1 of the RTP provides a hierarchy of public transportation service for each 2040 Design Type that defines the most efficient level of public transportation service planned for a given land use and is indicated with a solid square(s). Figure 1.3, as reflected in Chapter 1, is shown below.

**Figure 1.3**  
**Hierarchy of Public Transportation Services and the**  
**2040 Growth Concept**

		Primary Components				Secondary Components				Other Urban Components		
		Central City	Regional Centers	Industrial Areas	Intermodal Facilities	Station Communities	Town Centers	Main Streets	Corridors	Employment Areas	Inner Neighborhood	Outer Neighborhood
Service Types	LRT	■	■		□**	■	□					
	Regional Rapid Bus	■	■			□			□			
	Frequent Bus	■	■			□	□	■	□			
	Primary Bus	■	■	□		□	■	□	■			
	Secondary Bus	□	□	■	■	□	□	□	□	■	■	□
	Mini-bus	□	□	□		□	□	□	□	■	□	■
	Paratransit	□	□	□		□	□	□	□	□	□	□
	Park-and-Ride		□			□	□		□		□	■

■ Best public transportation mode(s) designed to serve growth concept land use components

□ Additional public transportation mode(s) that may serve growth concept land use components

\*\* Anticipated LRT services to Portland International Airport

**TPAC Recommendation: Concur.**

**MPAC/JPACT Subcommittee Recommendation: Concur.**

- Recommend discussion of the Public Transportation System Map related to how the map should designate special modal transit elements (e.g., commuter rail, the central city street car, airport LRT, and high capacity transit along Highway 217, south of Beaverton) that may either be implemented or studied during the 20-year life of the Regional Transportation Plan.

**Staff Recommendation:** Staff recommends a three-step process for designating special modal transit elements.

- First, routes should be designated as high capacity transit (HCT) where special right-of-way treatments will be considered. An HCT designation represents very good transit service, whether the service is provided by fixed guideway rail transit (LRT, commuter rail, street car) or high speed, high quality Regional Rapid bus service that emulates LRT.
- Second, a designation becomes “Proposed LRT, street car or commuter rail” when a regional policy decision has been made that this is a cost-effective treatment for a particular corridor.
- Third, a route is designated as “Planned LRT, street car or commuter rail” when a regionally endorsed financing plan has been adopted for a recommended treatment of that corridor.

Therefore, staff recommends revising the Public Transportation System Map (version 3.0) to reflect the following hierarchy of designations for the special modal transit elements:

Special Modal Transit Element/Location	Public Transportation System Map Designation
Airport LRT	Proposed
Central City Street Car	Proposed
Lake Oswego Trolley	HCT ( with a note attached to the Highway 43 corridor to reflect that the right-of-way has been preserved for future HCT service)
Washington County Commuter Rail along Highway 217	HCT

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 5) Add local street connectivity policy to Chapter 2.

**Staff Recommendation:** Revise Chapter 2 to include new local street connectivity policy 2.30., as follows:

**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.

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

6) How will regional street design policies be implemented?

**Staff Recommendation:** Currently, the street design concepts and policies are included in Chapter 1 of the RTP, which was adopted by resolution in July 1996. These design concepts affect all regional facilities and include boulevard, street, road, highway and freeway designs. Each concept includes design elements that reflect modal priorities and the 2040 land use type that the design is intended to serve. Chapter 1 does not include regional design standards.

Many of the elements of the boulevard design concept were also incorporated into Title 6 of the Urban Growth Management Functional Plan (UGMFP). Title 6 requires local jurisdictions to amend local plans and ordinances to allow boulevard designs, and that these elements must be considered when regional facilities in centers and main streets are constructed. A boulevard map accompanies these provisions, but was developed solely for the purpose of implementing Title 6.

The Creating Livable Streets: Street Design Guidelines for 2040 handbook provides design solutions for the street design concepts and policies. The handbook was developed shortly after adoption of the UGMFP, and is intended to serve as a set of guidelines for local implementation of RTP street design policies.

The following are a range of five approaches to implementation of the regional street design policies, ranging from voluntary to prescriptive:

1. Adopt a specific set of minimum and maximum design standards for each element of each street design concept;
2. Adopt a specific set of minimum and maximum design standards for key elements of each street design concept;
3. Reward the use of a specific set of minimum and maximum design standards through regional funding criteria;
4. Require that local design codes and implementing ordinances not preclude design guidelines set forth in the handbook;
5. Implement the regional design concepts and policies through local transportation system plans, with the handbook setting non-binding guidelines for local code development.

**Staff Recommendation:** 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. For this reason, staff recommends that the RTP design concept and policies be the primary implementation tool for local jurisdictions, and that the handbook provide non-binding guidelines as a resource for local plan development. Revise Chapter 2 to include new policy 2.11.5, as follows:

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.

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 7) Add regional mode split target policy to Chapter 2.

**Staff Recommendation:** Revise Chapter 2 to include new mode split policy 2.18.7 as follows:

"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)**

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

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

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 8) Recommend that the Regional Framework Plan clearly identify the roles that Metro and local governments will play in implementing the plan.

**Staff Recommendation:** The Regional Framework Plan establishes policies applicable to Metro. Separate functional plans identify the role that local governments play in implementing the plan, including any mandates or recommendations. The transportation 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 6 of the Urban Growth Management Functional Plan will be amended at the time the Regional Framework Plan is adopted to identify the role that local governments will play in implementing transportation policies reflected in the Regional Framework Plan.

The following is the recommended means for implementing key policies identified in Chapter 2 of the Regional Framework Plan:

- Motor vehicle level-of-service thresholds (Policy 2.28.) are recommended to be added to the 1998 RTP and Title 6, Section 4 of the Urban Growth Management Functional Plan as optional for city and county plans in December 1997. Table 4, identified in Item No. 3 of this memo, (with any amendments) is envisioned to be required for city and county plans when the 1998 RTP is adopted.
- Transit level-of-service thresholds (Policy 2.29) are recommended to be added to the 1998 Regional Transportation Plan(RTP). The 1998 RTP will incorporate Table 5 (shown in Item 4 of this memo) and identify how these thresholds will be made applicable to city and county plans.
- Modal System Maps are recommended to be Chapter 1 of the 1998 RTP. These maps will continue to be refined from public comments and city and county experience in developing local transportation system plans. The 1998 RTP will identify how these modal system maps (with any amendments) will be made applicable to city and county plans.
- Local street connectivity (Policy 2.30) is recommended to be added to the 1998 RTP and Title 6, Section 3 of the Urban Growth Management Functional Plan by December 1997. Policy 2.30. changes the Title 6, Section 3 requirement from "8-20 connections per mile" to "10-16 street intersections per mile" and adds consideration of bicycle, pedestrian and emergency accessway connections when full street connections are not possible.
- Regional street design guidelines for "boulevards," "streets," "roads" and highways" is recommended to be required for consideration only in all 2040 Design Types in Chapter 1 of the 1998 RTP, and as guidelines in Title 6 of the Urban Growth Management Functional Plan by December 1997.
- Regional mode split targets (Table 3) are recommended to be added to the 1998 RTP. The 1998 RTP will identify how these targets (and any requirements) will be implemented as well as how they will be made applicable to city and county plans.

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

## Consent Items

- 9) Identify what actions Metro will consider when addressing a system deficiency or need.

**Staff Recommendation:** Revise Chapter 2 to add the following text to Policy 2.28. (as discussed in Item 3 of this memo)

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.

**TPAC Recommendation:** Concur.

**MPAC/JPACT Subcommittee Recommendation:** Concur.

- 10) Add the Regional Street Design Map (version 3.0) to Chapter 2 as Figure 2.1.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.1.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 11) Add the Regional Motor Vehicle System Map (version 3.0) to Chapter 2 as Figure 2.2.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.2.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 12) Add the Regional Public Transportation System Map (version 3.1) to Chapter 2 as Figure 2.3. (Note: Version 3.1 would include all recommended changes identified in Items 4, 17 and 19 in this memo.)

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.3, including changes recommended in Items 4, 17 and 19 in this memo.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 13) Add the Regional Pedestrian System Map (version 3.0) to Chapter 2 as Figure 2.4.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.4.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 14) Add the Regional Bicycle System Map (version 3.0) to Chapter 2 as Figure 2.5.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.5.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 15) Add the Regional Freight System Map (version 3.0) to Chapter 2 as Figure 2.6.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.6.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 16) Add Regional Highway Corridors Map (version 1.0) to Chapter 2 as Figure 2.7.

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect new Figure 2.7.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** Concur.

- 17) Add symbols to the Public Transportation System Map that denote conceptually where secondary transit service coverage exists.

**Staff Recommendation:** Agree. Amend the Public Transportation System Map (version 3.0) to denote that secondary transit service will tie regional centers and light rail stations to surrounding communities.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 18) Develop a map that shows the HCT and rail corridors in the 1998 RTP.

**Staff Recommendation:** Agree. Develop "Regional High-Capacity Transit and Rail Corridors" map for inclusion in the 1998 RTP.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 19) Amend the Public Transportation System Map (version 3.0) to denote high-speed rail between Portland and Eugene.

**Staff Recommendation:** Agree. Amend the Public Transportation System Map (version 3.0) to reflect this service.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 20) Recommended resolution of inconsistent language in Policy 2.23 and Policy 3.4.1. of the framework plan. Policy 2.23. in the transportation chapter states, "Provide reasonable and convenient access to regional cultural, historic or natural area sites for passive and active recreational or tourism purposes." In reference to Policy 2.23., the Regional Bicycle System Map identifies regional trails that provide a "transportation function." Policy 3.4.1., in the Parks and Open Spaces chapter states "Metro will identify a Regional Trails System which shall be included in the Regional Transportation Plan..." In addition, Policy 3.4.2. of the same chapter states the "...Regional Trails System shall provide access to publicly owned parks, natural areas, open spaces, and greenways."

The subcommittee recommended that TPAC discuss how and where access to recreational areas and facilities should be provided because they are considered

"destinations" and the Regional Framework Plan reflects the need to provide access to those types of "destinations."

**Staff Recommendation:** Staff recognizes the importance of providing access to regionally significant parks, open spaces and recreational facilities. Therefore, it is recommended that the bicycle and pedestrian transportation policies include this aspect. However, designation and implementation of a regional recreational trails system is more appropriate for the Parks and Open Spaces chapter of the Regional Framework Plan (Chapter 3). Coordination between transportation staff and greenspaces staff as well as local, state and federal agencies will be an important component of planning for a regional recreational trails system.

Therefore, staff recommends:

- amending Policy 3.4.1. on page 111 of the Framework Plan to read, "Metro will identify a Regional Recreational Trails System which shall be included in the Regional Transportation Plan Metropolitan Greenspaces Master Plan."
- amending Policy 2.15. to read, "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."
- add a new policy to the "Pedestrian transportation" section that reads "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."

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 21) Delete repetitive descriptions of the regional transportation elements of the 2040 Growth Concept on pages 66-70 and 76-80.

**Staff Recommendation:** Agree. Recommend deletion of transportation-related text on pages 66-70 of Chapter 1. The descriptions on pages 76-80 reflect currently approved Chapter 1 Regional Transportation Plan policy text.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 22) Add a summary of Metro's 1994 Travel Behavior/ Activity Survey to page 80.

**Staff Recommendation:** Agree. Amend Chapter 2, page 80 to add the following text,

**"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)**

Land Use Type	Mode Share					Vehicle Miles per Capita	Auto Ownership per Household
	% 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

*Source: Metro Travel Forecasting Department*

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 auto 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.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 23) Add a section called "Water Quality Implications" (or combine with air quality implications discussion on page 83) that addresses the affect of polluted storm water from the transportation system on water quality.

**Staff Recommendation:** Agree. Recommend adding the following text to a new section called "Water Quality Implications" on page 83:

"Water quality implications

Impervious surfaces are hard surfaces that do not allow water to soak into the ground, and increase the amount of stormwater running off into the stormwater drainage system. The majority of total impervious surfaces is from roads, sidewalks, parking lots and driveways. Stormwater runoff from these impervious surfaces reduces the amount of recharge of water to ground water and increases the capacity requirements of the



stormwater 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."

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 24) Amend Policy 2.24.3 on page 93 to read "Reduce negative impacts on parks, public open spaces, natural areas...arising from noise, visual impacts, and physical segmentation and volume and pollutants of storm water runoff from transportation facilities."

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect proposed revision.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 25) Add policies to ensure that transportation funds will be used to further all regional goals (i.e., link transportation spending with compliance by cities and counties to regional performance standards, including: affordable housing, jobs/housing balance, greenspace protection, brownfield redevelopment and others). Policies should also support preservation and enhancement of existing neighborhood-scale, mixed use development.

**Staff Recommendation:** This issue will be considered in the financial component of the current Regional Transportation Plan (RTP) update. The Regional Framework Plan may be amended to reflect the updated RTP.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 26) Add text to better integrate walkability into the broader transportation/land use policy framework. Chapter 2 currently segregates pedestrian issues.

**Staff Recommendation:** Agree. Recommend the following additions to Chapter 2 of the Regional Framework Plan:

- amend page 88, Policy 2.14 to read, “Walking is the most basic form of transportation and links most other trip types. All bicycle, bus, light rail, car and truck trips begin and end in a walk. By providing dedicated space for those on foot or using mobility devices...Combined with adequate sidewalks and curb ramps, amenities such as benches, curb extensions, marked street crossings, landscaping and wide planting strips make walking an 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. Features that make waiting for a bus safer and more appealing are improved street crossings, street lighting, bus shelters, benches and wide planting strips that create a buffer for pedestrians between the curb and sidewalk. 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...”
- add a new policy to the “Pedestrian transportation” section that reads “Increase the walk mode share for short trips, including walking to public transportation and regionally significant parks, open spaces and recreational facilities, near and within the central city, regional centers, town centers, main streets, corridors and LRT station communities.”
- amend page 87, Policy 2.13 to read, “...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, 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...”

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 27) Add a policy on “User Cost Responsibility”, including congestion pricing and other mechanisms to assess users for the full cost of their transportation choices.

**Staff Recommendation:** Disagree. Financial policies will be addressed after the Framework Plan is developed as part of the RTP update. The Regional Framework Plan may be amended to reflect the updated RTP.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 28) Amend policy 2.6.2. to read "Serve new development ~~should be served~~ with interconnected public streets..."

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect proposed revision.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 29) Amend policy 2.6.3. to read "Provide street, bicycle and pedestrian connections ~~should be provided~~ to transit routes..."

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect proposed revision.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 30) Amend policy 2.7.1 to read "~~Provide transportation facilities that~~ Support a balance of housing and jobs as well as the community identity of neighboring cities to reduce the need for additional transportation facilities. Provide housing that is easily accessible to jobs that is affordable to all members of the workforce."

**Staff Recommendation:** Agree. Amend Chapter 2 to reflect proposed revision.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 31) Amend policy 2.8. to read "~~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.~~ Develop and implement comprehensive K-12 education on transportation safety and transportation options."

**Staff Recommendation:** Disagree. The recommended revision defines a method of implementation for Policy 2.8. Implementation of Policy 2.8. will be defined in the Regional Transportation Plan (RTP) once the RTP update is complete.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 32) Amend Policy 2.26. to read "Discourage automobile driving as a means to improve air quality."

**Staff Recommendation:** Disagree. This issue is more positively addressed in Policy 2.26.2. which states, "Encourage use of all modes of travel (e.g., transit, telecommuting, zero-emissions vehicles, ridesharing, bicycles and walking) that contribute to clean air."

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 33) Add transportation-related definitions to the Regional Framework Plan glossary for mobility, accessibility, full street connection and accessway.

Note: Mobility and accessibility are defined in the current draft of the Regional Framework Plan (see pages 246 and 253).

**Staff Recommendation:** Agree. Amend Chapter 2 to include the following definitions:

**Full Street Connection.** Public right-of-way designed for motor vehicles, pedestrians, and bicycles.

**Accessway.** Public right-of-way or easement designed for bicycles and pedestrians, and may include emergency vehicle passage.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

34) Add new policies to the water quality section on page 93 as proposed below:

- Establish minimum standards for treatment of stormwater runoff from all transportation facilities, including parking lots, to maintain the quality of water in urban waterways and wetlands.
- Establish minimum standards for treatment of stormwater quantity to eliminate or minimize the serious negative impacts of increased storm water flow to urban waterways and wetlands.
- Establish performance standards for mitigation of stormwater runoff impacts to water quality and quantity from transportation systems, including parking lots.

**Staff Recommendation:** Recommend discussion on the appropriateness of establishing such standards at the regional level.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

35) Revise air quality section to reflect recent changes to the region's attainment status.

**Staff Recommendation:** Agree. Amend Chapter 2, page 74, to read"

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 Oregon SIP required the region to implement specific transportation control measures (TCMs) were developed to reduce automobile emissions to show standards maintenance through the ten-year plan period in the region. These measures include projects to provide facilities for alternative modes, demand management programs to encourage use of alternative modes and implementation of the 2040 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.

~~Currently, the status of the Portland-Vancouver AQMA is under review for attainment of federal air quality standards. The AQMA is anticipated to be found in compliance with requirements to meet and maintain federal air quality standards for carbon monoxide and ozone for a ten-year time period. However, it is likely that because of expected future growth, air quality regulations may stipulate certain measures remain in place or be enhanced in order for the region to remain in attainment as additional growth occurs.~~ 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**

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

In 1996, the AQMA area exceeded the summer ozone standard twice at one monitoring location (Milwaukie High School). A fourth~~third~~ exceedance, at one monitoring location over a three-year period, would violate federal air quality standards and trigger the region's transportation control measures as defined in 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 are to be included inn Metro's Transportation Improvement Program and the Regional Transportation Plan within twelve months after the violation is recorded.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

36) Add discussion of ISTEA requirement for establishment of a National Highway System.

**Staff Recommendation:** Agree. Amend Chapter 2, page 73, to add the following text, "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."

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

37) Amend the following bullets under transportation implications, on page 81 and 82, as follows,

- The transportation system must serve the urban form established in the 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.
- Higher-density, mixed-use locations should be tied to the highest quality transit and should provide ~~include~~ improved pedestrian and bicycling environments.
- Improved transit, pedestrian and bicycle travel, parking limits and other transportation demand management actions ~~should~~ complement higher-density land use designations and will help achieve if a mandated 10 percent reduction in VMT per capita in the UGB by 2015 and a 20 percent reduction by 2025 ~~is sought.~~
- Local governments should ~~be encouraged to~~ 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 ~~if~~ urban development pressure on adjacent rural lands ~~is sought.~~
- 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. to urban standards if this type of traffic is to be accommodated. Other rural routes should be limited to serve only rural needs ~~if to~~ reduce urban development pressure ~~is not sought.~~
- Parking limitations, pedestrian amenities and compact, more densely developed urban areas should be implemented to reduce ~~employed if reductions in~~ vehicle miles traveled and to increase ~~increases in~~ transit ridership ~~are sought.~~
- Local street connectivity must be improved for more direct local access to reduce ~~if reductions in~~ excess demand on regional routes and to promote alternative modes ~~is sought.~~

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

38) Amend the fourth bullet on page 82 to read as follows,

- 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 ~~on arterials or major collectors should~~ must include pedestrian and bicycle facilities improvements where such facilities do not currently exist.

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

39) Amend Policy 2.2.1 to read as follows,

2.2.1. ~~Ensure the identified~~ Provide an adequate regional transportation system to support planned land uses and land uses which are consistent with the function, capacity and level of service of planned transportation facilities are consistent with regional land use and transportation goals as well as the adjacent land use patterns systems.

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

40) Amend Policy 2.3 to reflect Metro's policy related to its own public involvement procedures.

**Staff Recommendation:** Agree. Amend Policy section 2.3 as follows,

"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.

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."

**TPAC Recommendation:** No discussion occurred on this issue.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 41) Amend Policy 2.4 to reflect the importance of industrial areas and intermodal facilities.

**Staff Recommendation:** Agree. Amend the first paragraph in Policy section 2.4 as follows,

"In developing new transportation system infrastructure, the highest priority should be meeting the accessibility and mobility needs of the central city, and regional centers and industrial areas and intermodal facilities."

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 42) Add new policy that reflects an interconnected transportation system that serves both goods and people movement.

**Staff Recommendation:** Agree. Add new Policy 2.4.7 that reads as follows,

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

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 43) Amend Policy 2.4. to read "System priorities objectives."

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 44) Amend Policy 2.9.2. to read "Continue to work with local jurisdictions to identify and assess structural barriers to mobility for transportation disadvantaged populations in current and planned regional transportation system and address through a comprehensive program of transportation and other actions.

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.



- 45) Amend Policy 2.13.1. to read "Develop a public transportation system that provides regional access a primary transit level of service to 2040 Growth Concept primary land use components (central city and regional centers, and a primary and/or secondary transit level of service to industrial areas, intermodal facilities) and special regional destinations (such as major colleges or entertainment facilities) ~~with an appropriate level, quality and range of public transportation.~~

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 46) Amend Policy 2.13.2. to read "Develop a public transportation system that provides community access a primary and/or secondary transit level of service to 2040 Growth Concept secondary land use components (station communities, town centers, main streets, corridors) and special community destinations (such as local colleges or entertainment facilities) ~~with high quality service.~~

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 47) Amend Policy 2.13.3. to read "Develop a ~~reliable, convenient and accessible public transportation system of that provides a secondary transit level of service public transportation that provides access to the 2040 Growth Concept "other urban components"~~ (e.g., employment areas, outer neighborhoods and inner neighborhoods).

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 48) Amend Policy 2.13.8. to read "Increase use of transit through ~~both expanding public transportation service and addressing a broad range of requirements for making public transportation competitive with the private automobile.~~"

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 49) Add new policy 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."

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 50) Amend Policy 2.20.1. to read "Where appropriate, plan for the preservation Preserve of existing and abandoned rights-of-way for future transportation improvements projects, including future transportation corridors."

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.

- 51) Amend Policy 2.22.1. to read "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 the end of this chapter)."

**Staff Recommendation:** Agree. Amend Chapter 2 as proposed.

**TPAC Recommendation:** Concur.

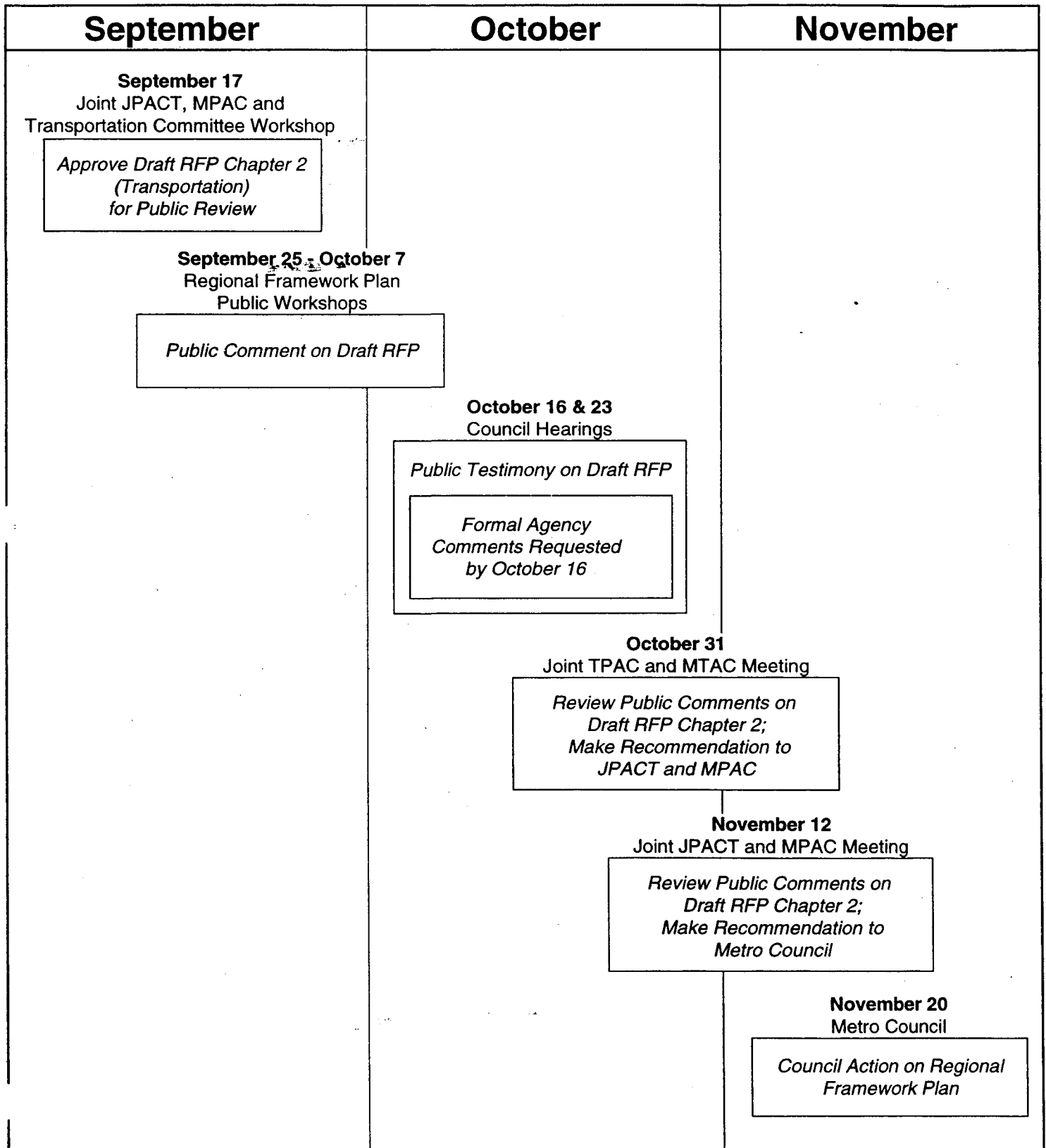
**JPACT/MPAC Subcommittee Recommendation:** No discussion occurred on this issue.



**METRO**

**Regional Framework Plan**

**Fall '97 Public Review & Adoption**



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Lisa Ward	Metro	
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Marjorie Taylor	METRO	Marjorie G. Taylor
Paul Silver	City of Wilsonville	Paul Silver
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## MPAC SIGN IN SHEET

MEETING DATE 9/17/97 - JOINT JPACT/MPACT MEETING

NAME		MEMBER	POSITION		SIGNATURE
Baker	Bob	Alternate	Vancouver, WA	Councilor	Bob Baker
Benner	Richard	Member	State Agency	Growth Council	Richard Benner
Besserman	Rose	Member	Vancouver, WA	Councilor	
Bogue	Philip	Member	Tri-Met		
Brzezinski	Evelyn	Alternate	Washington Co	Largest City	
Christy	Kathy	Alternate	Washington Co	Commission	
Clark	Stephen	Alternate	Multnomah Co	Special Districts	
Collier	Tanya	Alternate	Multnomah Co	Commission	
DeSoto	Demi	Alternate	Citizens of Metro	Citizen	
Drake	Rob	Member	Washington Co	Largest City	Rob Drake
Farm	Bud	Member	Mult Co	Special District	
Francesconi	Jim	Member	City of Portland	Council	
Gearin	Carol	Alternate	Washington Co	Special Districts	
Hales	Charles	Member	City of Portland	Council	Charles Hales
Hammerstad	Judie	Member	Clackamas Co	Commission	
Hartsock	John	Alternate	Clackamas Co	Special District	John Hartsock
Kenemer	Bill	Alternate	Clackamas Co.	Commission	
Kidd	Richard	Alternate	Washington Co	Other Cities	
Klammer	Bill	Member	Clackamas Co	Largest City	
Kvistad	Jon	Member	Metro	Councilor	Jon Kvistad
Lowery	Tom	Alternate	Clackamas Co.	Largest City	Tom Lowery
Lynch	Peggy	Member	Citizens of Metro	Citizen	
McCaig	Patricia	Alternate	Metro	Councilor	
McFarland	Ruth	Member	Metro	Councilor	
McLain	Susan	Member	Metro	Councilor	Susan McLain
McRobert	Gussie	Member	Multnomah Co	2nd Largest City	Gussie McRobert
Mitchell	Robert	Member	Washington Co	Special Districts	
Ogden	Lou	Member	Washington Co	Other Cities	
Passadore	George	Alternate	Tri-Met		
Peters	Linda	Member	Washington Co	Commission	Linda Peters
Petersen	Chuck	Member	Clackamas Co	Special Districts	Chuck Petersen
Ripma	David	Member	Multnomah Co	Other Cities	David Ripma
Saltzman	Dan	Member	Multnomah Co	Commission	Dan Saltzman
Schreiber	Jean	Member	Clackamas Co	Other Cities	Jean Schreiber
Sitzman	Jim	Alternate	State Agency	Growth Council	
Stanton	Judie	Member	Clark County	Commission	
Thorn	Jill	Alternate	Clackamas Co	Other Cities	Jill Thorn
Widmark	David	Alternate	Multnomah Co	2nd Largest City	
Zehren	Jim	Member	Citizens of Metro		Jim Zehren

Others in Attendance	AFFILIATION	SIGNATURE
Andy Castagna	metro	Andy Castagna
SCOTT LEEDING	MPAC	Scott Leeding
Ed Lundquist	JPACT	Ed Lundquist

## MEETING DATE 9/17/97 - JOINT JPACT/MPACT MEETING

MEETING DATE 9/17/97 - JOINT JPACT/MPACT MEETING

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