

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 95-2177 FOR THE PURPOSE OF  
ADOPTING AMENDMENTS TO THE FEDERAL RTP PROPOSED BY THE  
CITIES OF EAST MULTNOMAH COUNTY

Date: June 22, 1995

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This ordinance would adopt amendments to the federal RTP proposed by the Cities of East Multnomah County. Upon adoption of the federal RTP in May 1995, JPACT and the Metro Council approved a special resolution allowing the East Multnomah County cities to submit comments for JPACT and Council consideration no later than July 1995.

TPAC has reviewed the federal RTP amendments reflected on Exhibit A and recommends approval of Resolution No. 95-2177.

FACTUAL BACKGROUND AND ANALYSIS

Of the comments submitted by the East Multnomah County cities, several warrant amendments to the federal RTP at this time. Others would be more appropriately considered as part of the Phase II portion of the RTP update and considered for adoption as part of the Phase II amendments in 1996. A detailed staff analysis of the proposed amendments is shown in Exhibit A. The staff analysis and recommendations were reviewed and approved with some modification by TPAC on June 30.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 95-2177.

ACC:TK:lmk  
95-2177.RES  
7-3-95

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING ) RESOLUTION NO. 95-2177  
AMENDMENTS TO THE FEDERAL )  
RTP PROPOSED BY THE CITIES ) Introduced by  
OF EAST MULTNOMAH COUNTY ) Councilor Rod Monroe, Chair  
JPACT

WHEREAS, Pursuant to Title 23, Code of Federal Regulations (CFR) Part 450 and Title 49 CFR part 613, Metropolitan Planning Rules, the federal Intermodal Surface Transportation Efficiency Act (ISTEA) regulations require metropolitan planning organizations to update transportation plans every three years; and

WHEREAS, The federal ISTEA requires financially constrained plans; the Clean Air Act Amendments of 1990 (CAAA) requires that metropolitan transportation plans do not result in worsened air quality; and the American with Disabilities Act (ADA) requires that metropolitan transportation plans address the needs of the disabled; and

WHEREAS, The interim federal Regional Transportation Plan (RTP) establishes the policy framework for the region's transportation system and satisfies federal ISTEA regulations and was adopted through Metro Resolution No. 95-2138A in May 1995; and

WHEREAS, This interim federal RTP provides the scope for transportation improvements eligible for funding through the Metro Transportation Improvement Program (MTIP); and

WHEREAS, JPACT and Metro Council directed staff and TPAC to consider East Multnomah County comments for incorporation into the interim federal RTP; and

WHEREAS, East Multnomah County comments have been considered

by JPACT and the Metro Council; now, therefore,

BE IT RESOLVED,

That the Metro Council hereby declares:

1. That the East Multnomah County comments and JPACT recommendations as attached in Exhibit A are approved.
2. That staff is directed to make approved changes to the maps and text of the federal RTP as identified in Exhibit A.
3. That staff is instructed to proceed with Phase II RTP update activities to fully address East Multnomah County comments deferred to the Phase II effort.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1995.

J. Ruth McFarland, Presiding Officer



**METRO**

**EXHIBIT 'A'**

## **East Multnomah Comments on the Federal RTP & TPAC Amendments**

The following is a summary of East Multnomah County comments on the Federal RTP and corresponding staff recommendations. The original East Multnomah County comments are shown on the attached memorandum.

1. Comment: Amend NHS map (Figure 4-2) to show Hogan Road corridor instead of 181st/Burnside as the single route between I-84 and US 26 (Gresham).

**TPAC recommendation on Comment 1:** agree; this amendment was included the package of amendments approved by Metro Council on May 25, 1995.

2. Comment: Amend the Freight System Map (Figure 4-3) to state that the proposed Mount Hood Parkway would replace 181st/Burnside as the "main roadway route," or delete the 181st/Burnside route in the absence of such language (Gresham).

**TPAC recommendation on Comment 2:** Agree; revise as proposed.

3. Comment: Revise the Transit System Map (Figure 4-4) to include intermodal passenger facilities and lines (Gresham).

**TPAC recommendation on Comment 3:** Disagree; Union Station and Portland International Airport were included in the federal RTP because of their obvious significance. However, other intermodal passenger information will be detailed as part of the Phase II process, as the IMS effort is completed.

4. Comment: Revise the Transit System Map (Figure 4-4) to reflect Region 2040 "corridors" as primary transit routes (Gresham).

**TPAC recommendation on Comment 4:** Disagree; the Region 2040 growth concept will be addressed as part of the Phase II effort. Further, because the RTP is a 20-year plan, while Region 2040 is a 50-year growth concept, there will likely be areas where transportation improvements needed to support the growth concept will be phased in, with major improvements occurring beyond the 20-year RTP horizon.

5. Comment: Revise the Bicycle System Map (Figure 4-5) to include SW 190th (Butler to Powell) and SE Roberts/Regner (Butler to Powell) as proposed bikeways (Gresham)

**TPAC recommendation on Comment 5:** Agree, in part; recommend including 190th as a proposed route, since it connects to an existing north/south route and to points outside the urban area. However, most bicycle routes on Collector and Local streets were not fully considered in the Phase I process, and therefore SE Roberts/Regner would best be considered as elements of a secondary level of regionally-significant bicycle routes during Phase II.

6. Comment: Revise the Bicycle System Map to include SW Highland Drive (190th to Powell) and Columbia River Highway (from 257th eastward) as existing bicycle routes (Gresham)

**TPAC recommendation on Comment 5 and 6:** Agree; both routes connect to other existing or proposed routes already in the region, and represent important connections to points outside the region. Recommend amending Figure 4-5 to include these routes.

7. Comment: Revise the Bicycle System Map (Figure 4-5) to include the West Gresham/Fairview Trail (from the Springwater Trail at 190th to Marine Drive at Blue Lake) as a proposed multi-use trail. This route would parallel Birdsdale/201st, following a former rail corridor (Gresham).

**TPAC recommendation on Comment 7:** Agree; revise as proposed.

8. Comment: Add a number of new projects (see attached memo) to the Chapter 5 Preferred System matrix (Gresham).

**TPAC recommendation on Comment 8:** Agree; revise as proposed.

9. Comment: Add a number of new projects (see attached memo) to the Chapter 7 Financially Constrained System matrix (Gresham).

**TPAC recommendation on Comment 9:** Agree; project no. 1 is currently included in the TIP, and the remaining projects (2,3,4,5, and 8) are funded with local revenue that was not included in the adopted revenue forecast. Recommended revisions will be incorporated.

10. Comment: The proposed regional arterial fund should be described in the funding section of Chapter 8, with a discussion of funding strategies for both arterials and regional through-routes (Gresham).

**TPAC recommendation on Comment 10:** Agree; however, the arterial fund is already described elsewhere in Chapter 8 of the RTP, and additional references in this chapter would be redundant.

11. Comment: Do not delete former outstanding issue language from Chapter 8, regarding future studies of an LRT extension in East Multnomah County (Gresham).

**TPAC recommendation on Comment 11:** Agree; replace the language as quoted on page 6 of the East Multnomah County memorandum.

Date: May 15, 1995

To: Andy Cotugno, METRO Planning Director

From: Richard N. Ross, Gresham Transportation Planning Manager

RE: Final Comments

**DRAFT INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN**  
(Document Received from METRO 4-17-95)

Following are final comments on the Draft Interim Federal Regional Transportation Plan, based upon the document transmitted by METRO April 17, 1995, and subsequent addenda to Chapters 5 and 7 dated April 24, 28, and May 4, 11. These comments supplement 5-12-95 comments on the R.T.P. process and NHS designation.

**Figure 4-2 NATIONAL HIGHWAY SYSTEM MAP, East Multnomah County**

The only designated National Highway System route between Interstate 84 Wood Village and U.S. 26 (Southeast of Gresham) should be the Mt. Hood Parkway (or "I84/US 26 Connection") Corridor. This designation was approved in JPACT Resolution 93-1791, and reaffirmed by the East Multnomah County Transportation Committee in November 1994. This designation supports the 2040 Growth Concept.

**Figure 4-3 FREIGHT ELEMENT MAP**

The Freight Element Map should indicate in a note that the proposed Mt. Hood Parkway would replace 181st/Burnside as a "Main Roadway Route" between I-84 and US 26. The City of Gresham would object to an RTP designation of 181st/Burnside as a "Main Roadway Route" for trucks without this caveat. Growth of intrastate truck traffic on 181st/Burnside is not compatible with the 1994 designation of these streets as: Transit corridors in the 2040 Growth Concept and as pedestrian friendly "Transit Streets" by the City of Gresham.

**Figure 4-4 PRIMARY TRANSIT NETWORK**

(Comments on 2015 Preferred Primary Transit Network map,

dated 4-20-95)

1) Intercity Primary Transit Network

Should include all Intercity Passenger Corridors and Systems

Include: All Current and Future Passenger Terminals and Routes (for bus, air, rail, and airport limousine).

The Intercity Primary Transit Network should include:

- a) Portland/Gresham/Sandy to Bend bus route.
- b) All existing and proposed AMTRAK routes, stations.
- c) All existing and proposed Intercity bus routes, high speed rail routes, passenger and commuter rail, service shown in the Oregon Transportation Plan.
- d) New passenger rail station/intermodal transfer facility at Edgefield Station, Troutdale.

The City of Troutdale supports this facility and intends to include it in its local Transportation System Plan, now in progress. The attached letter on Edgefield Station was submitted to METRO on May 10th, but was not included in the comment record.

2) Regional Primary Transit Network

East County wants a Regional Transportation Plan that strongly supports the 2040 Growth Concept and local plans. Following the 2040 Concept, East County local plans strongly support compact mixed use development on designated 2040 transit corridors.

Outside of Portland, East Multnomah County has the highest population density and transit mode share in the region. The proposed Primary Transit Network in East County is far too thin on Primary Bus Routes, perpetuating the past decade of LRT feeder service inadequacies.

We do not know if other local jurisdictions have already made land use changes on the 2040 corridors, but East County has. East County Cities do not object to the RTP proposed designation of numerous Primary Bus Lines that are not found on the 2040 Growth Concept corridors (in other parts of the region).

Gresham has just prevailed in a major challenge to its Transit Street and District standards ordinance at LUBA. Gresham designated these Transit Streets with assurances from Tri-Met Strategic Plan and METRO that 2040 "corridor" designation meant better future transit service, if we supported those designations in local plans. Fairview has just broken ground on a major neo-traditional town center, Fairview Village. Troutdale supports the Edgefield Station project, which will extend interurban transit from the Portland region through the Columbia Gorge.



It's difficult, however, for East County governments to require better transit design based on the 2040 Concept, if there aren't enough RTP primary bus route "carrots". The Interim RTP Primary Transit Network should, support the East County jurisdictions that have already acted with land use/transportation plans to implement the 2040 Concept.

In East Multnomah County the Regional Primary Transit Network should include:

- a) All Transit Corridors designated in 2040 Growth Concept
- b) Specifically, add these "Primary Bus Routes":
  - Sandy Blvd. (Gresham, Fairview, Wood Village, Troutdale)
  - 181st/182nd (Sandy to Powell)
  - Powell (I-205 to Burnside)
  - 223rd (Powell to Blue Lake Park)
  - Burnside (197th to Powell)

Figure 4-5 PROPOSED REGIONAL BICYCLE NETWORK

Add following to network:

- 1) Add "Proposed Bikeways"

Springwater to Powell/Gresham Regional Center Access Routes

- a) S.W. 190th (Butler to Powell)
- b) SE Roberts/Regner (Butler to Powell)

- 2) Add to "Existing Regional System"

- a) S.W. Highland Drive (existing lanes, 190th to Power)
- b) Historic Columbia River Highway (257th to The Dalles).

This bike route and future Scenic Byway are planned by ODOT for interconnection between Troutdale and The Dales, as required in both the National Scenic Area Plan (1992) and State Law. (1987)

- 3) Add "Proposed Multi-Use Trail" (West Gresham-Fairview)

As designated in the METRO Greenspaces Plan and Gresham Parks Plan, the West Gresham/Fairview Trail should be included as a multi-use trail. In the next two years Multnomah County, Gresham and Fairview will conduct further analysis of road and trail needs in the Birdsdale Corridor.

The West Gresham-Fairview Trail corridor should extend between:

Springwater Trail at 190th and Marine Drive, West of Blue Lake

Parallel to Birdsdales/201st/202nd Corridor, generally utilizing the former Linnemann Jct. (Ruby Jct.) Fairview interurban corridor.

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Add to CHAPTER 5 PROJECT MATRIX Preferred Network

Multnomah County List

- |   |     |           |
|---|-----|-----------|
| 1. East County Signal Optimization Program  | TSM | \$2.000 M |
| 2. Powell Signal Upgrades/Gresham (50/50 share)   | TSM | .336 M    |
| 3. Regner Regional Collector (Roberts to Butler)<br>2 lanes with sidewalks, bike lanes<br>( Includes Springwater Access project Butler to Powell) |     | 2.485 M   |
| 4. SE 190th Regional Collector ( Powell to Highland)<br>2 lanes with sidewalks, bike lanes<br>( Includes Springwater Access project)              |     | .600 M    |
| 5. Gresham Regional Center Multi-Modal Street Projects  |     |           |
| a. Powell "Main Street" Boulevard (Eastman/Hogan)   |     | 2.0 M     |
| b. Division "Main Street" Boulevard (Wallula/Hogan)   |     | 3.0 M     |
| c. NE Hood ( Powell to Division)  |     | .893 M    |
| d. NE 5th (Main to Cleveland)   |     | .606 M    |
| 6. Gresham Regional Center Public Parking Garages   |     | 6.0 M     |
| 7. Rockwood Town Center "Main Street" Boulevards<br>( Burnside and/or Stark ( 181st to 192nd)   |     | 3.0 M     |
| 8. Gresham Missing Links Sidewalk Program<br>( Gresham Regional Center, Rockwood Town Center,<br>regional collectors and LRT station areas)       |     | 1.0 M     |
| 9. Edgefield Station/Gorge Interurban Passenger Station   |     | 2.0 M     |
| 10. Sandy Blvd I-84 Overcrossing<br>(Replaces exit 16B, reconnects Sandy for regional<br>access to Edgefield Station and Downtown Troutdale)      |     | 3.0 M     |
| 11. Sandy Blvd. ( 162nd to Troutdale)<br>(3 lanes with bike lanes, sidewalks)   |     | 20.0 M    |
| 12. Other East County "Main Street" Projects<br>Fairview Village Town Center area<br>Edgefield Station/ Downtown Troutdale areas                  |     | 3.0 M     |

13. West Gresham/ Fairview Trail 4.0 M  
 ( Multi-Use Trail: Springwater Trail to Marine Dr.)

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 Add to CHAPTER 7 PROJECT MATRIX Constrained Network

Tri-Met

DON'T DELETE:

7. Division Fast Link (Portland to Gresham) 6.95 M

Multnomah County

REVISE:

#44. Edgefield Station TOD 5.0 M  
 Includes projects 9,10 above:  
 Gorge Interurban Passenger Station, Sandy/I-84 Overcrossing

ADD

1. East County Signal Optimization Program TSM \$2.000 M
2. Powell Signal Upgrades/Gresham (50/50 share) TSM .336 M
3. Regner Regional Collector (Roberts to Cleveland) .215 M  
 2 lanes with sidewalks, bike lanes  
 ( Includes Springwater Access project Cleveland to Powell)
4. SE 190th Regional Collector ( Powell to Highland) .600 M  
 2 lanes with sidewalks, bike lanes  
 ( Includes Springwater Access project)
5. Gresham Regional Center Multi-Modal Street Projects
  - c. NE Hood ( Powell to Division) .893 M
  - d. NE 5th (Main to Cleveland) .606 M
8. Gresham Missing Links Sidewalk Program .500 M  
 ( Gresham Regional Center, Rockwood Town Center,

Chapter 8-11 STATE AND LOCAL FUNDING

Regional Arterials, Regional Through Routes (Freeways).

This section should describe regional efforts to create a Regional Arterial Fund. At the JPACT Finance Committee on May 8th, Councilors Monroe and Morisette indicated that the region needs to develop new funding strategies for the Regional Through Routes (freeways) endorsed by the 2040 Growth Concept and described on Map 4-1.

The Interim RTP should reflect the region's intent to pursue local and state funding strategies for both the Regional Arterial Fund and major Regional Through Routes (freeways) from the 2040 Growth Concept in the next two years. (prior to the next RTP Update)

Chapter 8-25 OUTSTANDING ISSUE #14 LIGHT RAIL ANALYSIS

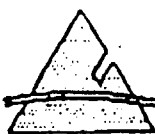
Should not delete this current wording:

"Studies should be undertaken in the future to determine if an appropriate corridor or level of demand exists to provide a loop extension of the MAX LRT line in East Multnomah County. If such a corridor is found, subsequent studies should be undertaken to determine the feasibility of such an extension or alternative transit strategies"

Light Rail extension is still an outstanding RTP issue for East County. This issue is also mandated for study in Gresham's Comprehensive Plan policies and 2020 Action Plan. An East County Long Range Transit Study is underlay now to examine preliminary feasibility of LRT extensions. It is premature to drop this issue from the RTP. Both local and regional planning processes need to evaluate the results of the 1995 study and conclude we should do.

PTC: Councilor Claudiette Lavert, JPACT Member  
Councilor David Ripma, JPACT Alternate  
Jim Galloway, TPAC Alternate  
John Pettis, City of Fairview  
Jerry Anderson, City of Wood Village  
Ed Pickering, Multnomah County Transportation Division

Attachment: Edgefield Station letter of 5-9-95



# Edgefield Station, Inc.

A Multi-Modal Tourism Center

May 9, 1995

Don Lloyd,  
President

Mr. Tom Kloster  
Metro Planning Department  
600 N. E. Grand  
Portland OR 07232

Sue O'Halloran,  
Secretary &  
Vice President

Dear Tom:

Carl Atkins,  
Treasurer &  
Vice President

Edgefield Station, Inc. requests inclusion in the Interim Federal REgional Transportation Plan as a transit-oriented, multi modal site in Multnomah County and within the boundaries of the City of Troutdale.

Paul Warr-King,  
Vice President

Terry Cook,  
Vice President

ESI has received support from the Bi-State Policy Advisory Committee as well as a large contingent of public and private stakeholders as evidenced by the membership on our Advisory Board. These individuals and groups believe Edgefield Station has a major role to play in both the Oregon Transportation Plan and the Regional Plan, offering a unique capability. No other site offers the combination of a passenger rail station with all the other modes of transit, including bicycles and pedestrian-ways. In fact, the transportation planning maps in the Interim RTP support the development proposal.

Steve Ellis,  
Vice President

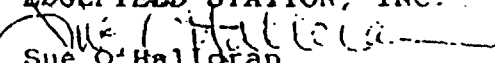
Anita Carvao,  
Executive  
Director

On the projects recommended for the preferred network are items 1, 24, 25 and 35 under Multnomah County as well as the Mt. Hood Parkway, item 77 under ODOT. The Parkway, however, is not a requirement for the success of this site and is only mentioned as it relates to access into the Four Cities area. A key component is the reconnection of Sandy Blvd across the I-84 Freeway.

The estimated cost for the passenger rail station is \$2 million and the Sandy Blvd. reconnect is estimated at \$3 million. Troutdale is currently in the process of developing its Local Transportaton Plan and will include these two projects.

We are happy to provide further information required.

Sincerely,

EDGEFIELD STATION, INC.  
  
Sue O'Halloran  
Secretary & Vice President

■■■  
P.O. Box 726  
Troutdale, OR 97060  
(503) 771-6124

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 95-2174 FOR THE PURPOSE OF ADOPTING PUBLIC INVOLVEMENT POLICIES FOR REGIONAL TRANSPORTATION PLANNING AND FOR LOCAL JURISDICTIONS SUBMITTING PROJECTS TO METRO FOR RTP AND MTIP CONSIDERATION

Date: June 19, 1995

Presented by: Andrew Cotugno

#### PROPOSED ACTION

Adoption of this resolution would adopt the Public Involvement Policy for Regional Transportation Planning and the Local Public Involvement Policy for local jurisdictions submitting projects to Metro for inclusion in the Regional Transportation Plan (RTP) or the Metropolitan Transportation Improvement Program (MTIP). The policies are intended to support and encourage broad-based public participation in the development and review of Metro's transportation plans, programs and projects. The goal of Metro's public involvement policies is to seek out and provide for early and continuing public participation throughout the transportation planning and programming process in the Metro region. The policies establish consistent minimum procedures to accomplish this goal; procedures beyond these minimums may be applied as warranted and are encouraged.

#### TPAC RECOMMENDATION

TPAC reviewed the Staff Report/Resolution and comment summary and response with the following comments:

- . The Metro policy should include a specific reference to State of Oregon Conformity Rule public participation requirements. New language is recommended in Exhibit C -- Comment Summary and Response, Comment No. 4.
- . A cover memo which indicates clearly, using examples, what local government activities the policy applies to should be developed.
- . Language should be developed and added to the Effective Date of Policy which indicates that the period of time between adopting the public involvement policies and the adoption of the RTP update should be used as a trial period to test the policies for workability. Any needed amendments or changes should be made when the RTP update is adopted in 1996.

#### FACTUAL BACKGROUND AND ANALYSIS

##### **Development of Policies**

Metro's public involvement policies for regional transportation planning, programming and project development activities were developed in response to strong interest in the region and to comply with the federal Intermodal Surface Transportation

Efficiency Act of 1991 (ISTEA) and recent state mandates. The policies were developed by the Metro Public Involvement Subcommittee, a special ad hoc working group consisting of members of the Metro Committee for Citizen Involvement (MCCI), the Transportation Policy Alternatives Committee (TPAC) and Metro staff. The subcommittee began meeting in December of 1993 and incorporated input from public involvement and planning professionals and citizens in the region into the development of the policies.

### **Federal Requirements**

ISTEA requires urban areas, through a Metropolitan Planning Organization (MPO), to develop and implement a continuing, cooperative and comprehensive transportation planning process. As the designated MPO for the Portland metropolitan area, Metro is responsible for the transportation planning process, including the development of metropolitan plans and programs, studies of major transportation investments, and management systems, among others. ISTEA also requires MPOs to develop a public involvement process and to incorporate this process into the overall transportation planning process. The public involvement process should be proactive and should provide "complete information, timely public notice, full access to key decisions and support early and continuing involvement of the public in developing plans and programs."

In developing the new procedures, the ad hoc group identified a need to create distinct procedures for Metro planning activities and for local activities which result in regional action by JPACT and/or Metro Council. Exhibits A and B are the two procedure documents and are attached as part of the resolution. The following outlines the two procedures:

### **Public Involvement Policy for Metro's Transportation Planning and Programming**

#### **Scope of Policy**

The Public Involvement Policy for Transportation Planning is intended to focus on Metro's major actions and decisions. Metro develops and adopts the RTP, the MTIP, and other regional transportation plans and programs. If a proposed action or decision is clearly a normal course-of-business activity that does not significantly affect the public or alter public policy, it may not be necessary to apply these procedures.

The public involvement policy details the public participation procedures and guidelines that Metro is expected to follow. These procedures ensure that public involvement efforts are proactive and provide for active participation by the region's citizens and interest groups in the development of regional transportation plans, programs and major projects.

A detailed public involvement work plan consistent with Metro's public involvement goals and objectives will be developed for each plan, program or project. These specific work plans will

specify the opportunities for involvement, key decision points, and what measures will be used to seek out and consider the participation of groups that have been historically underserved by the transportation system, such as low income, minority and senior citizens.

### Policy Objectives

1. Establish a general public involvement plan and clear timeline of decision points early in the transportation planning and funding process.
2. Involve those traditionally underserved by the existing system and consider their transportation needs. The traditionally underserved population includes, but is not limited to, minority and low-income households. Persons who are unable to own and/or operate a private automobile, such as youth, the elderly, and the disabled, may also be included in this category.
3. Remove barriers to public participation by those traditionally underrepresented in the transportation planning process.
4. Provide information on regional transportation planning and funding activities in a timely manner to interested parties.
5. Periodically review and update the public involvement process to reflect feedback from participants.
6. Provide opportunities for the public to supply input. Create a record of public comment received and agency response regarding draft transportation plans and programs at the regional level.
7. Provide additional opportunities for public comment if there are significant differences between the draft and final plans.
8. Provide updated summaries of public comment at key decision points.
9. Allow for local governing body input and recommendations into the regional transportation planning process.
10. Ensure that development of local transportation plans and programs was conducted according to Metro guidelines for local public involvement.

### Local Public Involvement Policy for Transportation Planning

#### Scope of Policy

The Local Public Involvement Policy applies to locally adopted transportation plans and programs where local jurisdictions have lead agency authority, from which transportation projects are drawn and submitted to Metro for regional funding or other



action. The policy seeks to ensure the integrity of local decisions regarding projects (from local plans and programs). Discussion and review of local projects for possible inclusion in Metro's plans and programs will focus on regional issues only. Metro expects that local jurisdictions will resolve local issues during local planning and programming prior to the time projects are forwarded to Metro.

This policy does not apply to local transportation projects on an individual basis or to local project development actions, but rather focuses on the local plans and programs that prioritize projects which are defined as regionally significant for planning and programming purposes. However, if a local jurisdiction forwards a project to Metro that is not in its locally adopted plan and program, the local jurisdiction must, at a minimum, hold a public hearing prior to making the decision to forward the project.

Metro understands that local jurisdictions have adopted public involvement programs in accordance with State Planning Goal 1: Citizen Involvement. Metro encourages and expects local jurisdictions to use their adopted programs to develop and adopt transportation plans and programs, but the public involvement efforts for these decisions must also meet the minimum standards outlined in this policy which are intended to comply with federal requirements.

#### Policy Goals

Involve local citizens, public officials and other local interests in the transportation planning and programming process and in forwarding projects for consideration for regional transportation plans and programs.

#### Policy Objectives

1. Provide Metro with assurance that development of local transportation plans and programs is conducted according to Metro's guidelines for local public involvement.
2. Provide a local role in the establishment of regional citizen advisory committees formed as a part of Metro's transportation planning, programming and project development process.
3. Allow for local governing body input and recommendations into the regional transportation planning process.
4. Provide an avenue for participants in the local transportation planning process to become involved in regional transportation planning, programming and project development efforts.

#### Public Participation

The policies were developed with input from Metro's regional partners and citizens in the region. Initial drafts of the

policies were distributed for review to local jurisdictions. The County Coordinating Committees were briefed on the policies in July of 1994 and were provided with an opportunity to comment on the draft policies. A fact sheet summarizing the policies and noticing the opportunity for review of and comment on the draft policies was distributed at the Metro Transportation Fair in January of 1995 and at Priorities '95 public meetings held in April. Final drafts of the policies were released for a 45-day public review and comment period in April. A notice of the availability of the draft policies and the 45-day comment period was widely distributed through mailings and a notice in MCCI's Community News Release.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 95-2174.

PP:lmk  
95-2174.RES  
6-22-95

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING )	RESOLUTION NO. 95-2174
PUBLIC INVOLVEMENT POLICIES FOR )	
REGIONAL TRANSPORTATION PLANNING) )	Introduced by
AND FOR LOCAL JURISDICTIONS )	
SUBMITTING PROJECTS TO METRO FOR) )	Rod Monroe, Chair
RTP AND MTIP CONSIDERATION )	JPACT

WHEREAS, The federal Intermodal Surface Transportation and Efficiency Act of 1991 (ISTEA) requires urban areas, through a Metropolitan Planning Organization (MPO), to develop and implement a continuing, cooperative and comprehensive transportation planning process that includes a public involvement process which is incorporated into the overall transportation planning process; and

WHEREAS, The Metro Committee for Citizen Involvement (MCCI) and the Transportation Policy Alternatives Committee (TPAC) formed the Metro Public Involvement Subcommittee, a working group of their members and Metro staff, to develop a public involvement policy for transportation planning; and

WHEREAS, Metro supports the goals of providing complete information, timely public notice, full access to key decisions, and early and continuing involvement of the public in the development and review of Metro's transportation plans, programs, and projects; and

WHEREAS, Metro involved the public and its regional partners in the process of developing and reviewing draft public involvement policies by noticing the availability of the draft policies through mailings and handouts at the widely advertised Transportation Fair in January of 1995 and four widely advertised public meetings held throughout the region in April, and provided for a

45-day public review and comment period; now, therefore,

BE IT RESOLVED:

1. That the Public Involvement Policy for Transportation Planning (Exhibit A) be incorporated into Metro's overall regional transportation planning process.

2. That the Local Public Involvement Policy (Exhibit B) be established for local jurisdictions submitting transportation projects to Metro for regional funding or other action.

3. That amendments identified in the Comment Summary and Response (Exhibit C) be incorporated into the policies as appropriate.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1995.

J. Ruth McFarland, Presiding Officer

95-2174.RES  
PP:lnk  
6-22-95

# Transportation Planning

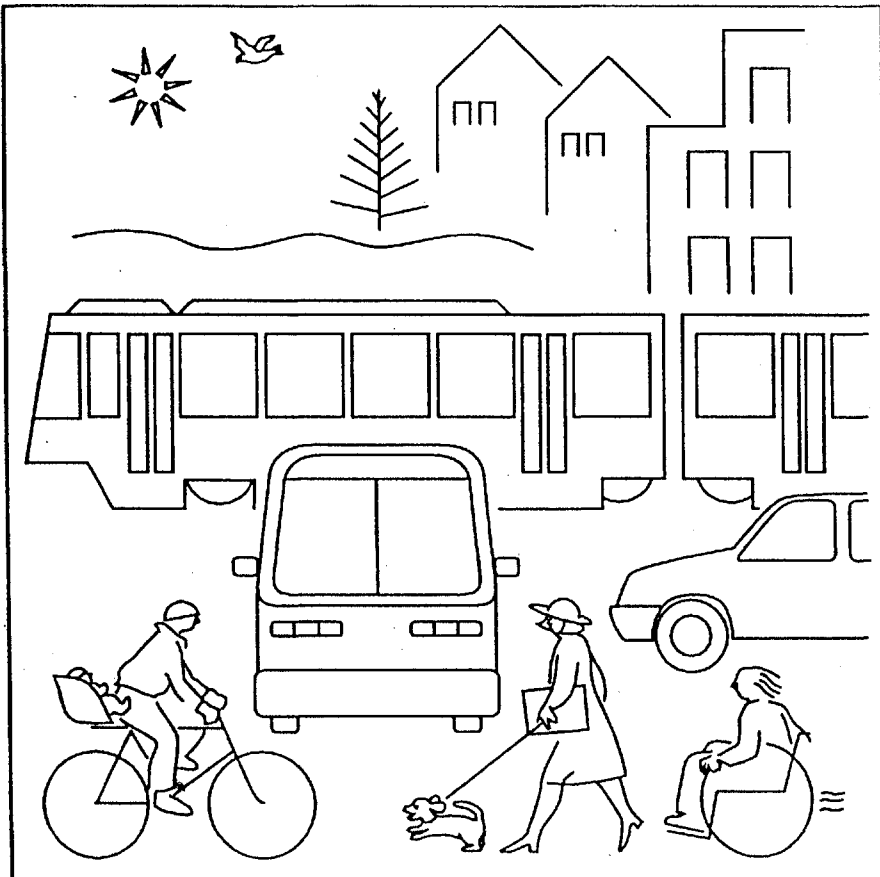


METRO

# Public Involvement Policy

May 1995

# DRAFT



**Executive Officer**

Mike Burton

**Auditor**

Alexis Dow

**Councilors by District**

## District 1

Ruth McFarland

## District 2

Don Morissette

## District 3

Jon Kvistad

## District 4

Susan McLain

## District 5

Ed Washington

## District 6

Rod Monroe

## District 7

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**About Metro**

Metro is the directly elected regional government that serves more than 1.2 million residents in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area.

Metro is responsible for growth management, transportation and land-use planning; solid waste management; operation of the Metro Washington Park Zoo; regional parks and greenspaces programs; and technical services to local governments. Through the Metropolitan Exposition-Recreation Commission, Metro manages the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Expo Center.

Metro is governed by an executive officer and a seven-member council. The executive officer is elected regionwide; councilors are elected by district.

For more information about Metro or to schedule a speaker for a community group, call 797-1510.

# **Transportation Planning**

## **Public Involvement Policy**

# Executive Summary

## Public Involvement in Transportation Planning and Funding

Metro's public involvement policy for regional transportation planning and funding activities is intended to support and encourage broad-based public participation in development and review of Metro's transportation plans, programs, and projects. The policy was developed in response to citizen interest and recent state and federal mandates.

The public involvement policy details public participation procedures and guidelines that Metro is expected to follow. These procedures ensure that public involvement efforts are proactive and provide for active participation by the region's citizens and interest groups in the development of regional transportation plans, programs and major projects.

The policy is intended to focus on Metro's major actions and decisions. Examples of Metro activities covered by these procedures include the Regional Transportation Plan and the Metropolitan Transportation Improvement Program. If a proposed action or decision is clearly a normal course-of-business activity that does not significantly affect the public or alter public policy, it may not be necessary to apply these procedures.

A detailed public involvement work plan consistent with Metro's public involvement goals and objectives will be developed for each plan, program or project. These specific work plans will specify the opportunities for public involvement, key decision points, and what measures will be used to seek out and consider the participation of groups that have been historically underserved by the transportation system, such as low income, minority and senior citizens.

### Public Involvement Goals

- Provide complete information
- Provide timely public notice
- Provide full public access to key decisions
- Support broad-based, early and continuing involvement of the public



## **Policy Objectives**

1. Establish a general public involvement plan and clear timeline of decision points early in the transportation planning and funding process.
2. Involve those traditionally underserved by the existing system and consider their transportation needs. The traditionally underserved population includes, but is not limited to, minority and low income households. Persons who are unable to own and/or operate a private automobile, such as youth, the elderly and the disabled, may also be included in this category.
3. Remove barriers to public participation by those traditionally under-represented in the transportation planning process.
4. Provide information on regional transportation planning and funding activities in a timely manner to interested parties.
5. Periodically review and update the public involvement process to reflect feedback from participants.
6. Provide opportunities for the public to supply input. Create a record of public comment received and agency response regarding draft transportation plans and programs at the regional level.
7. Provide additional opportunities for public comment if there are significant differences between the draft and final plans.
8. Provide updated summaries of public comment at key decision points.
9. Allow for local governing body input and recommendations into the regional transportation planning process.
10. Ensure that development of local transportation plans and programs was conducted according to Metro guidelines for local public involvement.

## **Public Involvement Guidelines**

A set of public involvement guidelines have been developed to ensure the policy objectives are met. The guidelines are detailed in Section 3 of this document. The public involvement activities and other opportunities described in each public involvement plan should be consistent with the guidelines established by Metro's policy. The guidelines are more specific for certain types of long-term plans and programs.

## **Public Involvement At The Local Level**

Local public involvement procedures and guidelines have also been developed to ensure that there is adequate public participation at the local level for local transportation plans and programs from which projects are drawn and submitted to Metro for federal funding. These local procedures are detailed in a companion piece, Local Public Involvement Policy.

## **Compliance and Dispute Resolution**

The Public Involvement Procedures establish minimum standards for public involvement opportunities that agencies producing transportation plans and programs (and in Metro's case, projects) are expected to follow. However, failure to exactly comply with the procedures contained in the policy shall not, in and of itself, render any decisions or actions invalid

The dispute resolution process will focus on determining the degree of compliance with the guidelines contained in this policy and the extent to which the agency's actions met the intent of the policy by achieving the goals and objectives of the public involvement procedures. If the spirit of the guidelines contained in this policy have not been met, Metro may be required to conduct additional public involvement activities to ensure there has been adequate public review.

## **Effective Date of Policy**

This policy will become effective when it is adopted into the Regional Transportation Plan. From that point forward, conformance will be required for public involvement activities pertaining to Metro's transportation plans, programs and project development activities. Metro will periodically, or at least every three years, review and evaluate this public involvement policy. Amendments to the policy will require a 45-day public comment period prior to adoption.

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## **Section 1**

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### **Introduction**

Metro's public involvement policy for its regional transportation planning, programming and project development activities was developed in response to strong interest in the region and to comply with ISTEA and recent state mandates. The policy is intended to support and encourage broad-based public participation in the development and review of Metro's transportation plans, programs and projects. The goal of Metro's public involvement policy is to seek out and provide for early and continuing public participation throughout the transportation planning and programming process in the Metro region. This policy establishes consistent minimum procedures to accomplish this goal; procedures beyond these minimums may be applied as warranted and are encouraged.

The federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) requires urban areas, through a Metropolitan Planning Organization (MPO), to develop and implement a continuing, cooperative and comprehensive transportation planning process. As the designated MPO for the Portland metropolitan area, Metro is responsible for the transportation planning process, including development of metropolitan plans and programs, studies of major transportation investments, and management systems, among others. ISTEA also requires MPOs to develop a public involvement process and to incorporate this process into the overall transportation planning process. The public involvement process should be proactive and should provide "complete information, timely public notice, full access to key decisions and (support) early and continuing involvement of the public in developing plans and (programs)."

Local public involvement procedures and guidelines have also been developed to ensure that there is adequate public participation at the local level in the formulation and adoption of local transportation plans and programs from which projects are drawn and submitted to Metro for federal funding. These local procedures are detailed in a companion piece, Local Public Involvement Policy, adopted with Metro's public involvement procedures.

## **Section 2**

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### **Scope of Policy**

The policy is intended to focus on Metro's major actions and decisions. Metro develops and adopts the Regional Transportation Plan (RTP), the Metropolitan Transportation Improvement Program (MTIP), and other regional transportation plans and programs (see Figure 1 in Appendix A for an overview of the transportation programming and planning process). This public involvement policy applies to all of Metro's transportation plans and programs.

If a proposed action or decision is clearly a normal course-of-business activity that does not significantly affect the public or alter public policy, it may not be necessary to apply these procedures. But, if there is a question as to whether a project is broad-based enough to warrant application of these procedures, then the agency should follow them to ensure appropriate public notification and participation. Certain (i.e. minor) modifications to the Metropolitan Transportation Improvement Program (MTIP) are specifically exempted by the ISTEA from public involvement requirements (see Appendix G).

Metro is also responsible for development (e.g. identifying design, alignment, cost, etc.) of some projects of a regional scope, such as the South/North Transit Corridor Study. Project development occurs in many phases and not all phases are subject to this policy. Initial planning-oriented project development activities may include preparation of preliminary cost estimates, scope and location. These types of initial project development efforts managed by Metro for major projects on the regional system are subject to this policy to the extent that they help define the project so a decision can be made whether to include the project in a plan and/or program.

Later phases of project development, such as final design and alignment, generally follow a programming decision to fund the project and are not subject to this policy. Existing state and federal guidelines govern the public outreach activities that are required during these later phases. Metro transportation plans, programs and project development activities will be reviewed and approved consistent with the public involvement procedures and guidelines defined in Sections 3 and 4.

## **Section 3**

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# **Public Involvement Procedures**

The procedures in this section shall apply to all Metro transportation planning, programming (i.e. funding) and project development activities where Metro acts as the lead agency. Metro will provide for public involvement, consistent with the following goals, objectives and guidelines, in development of its short and long-range regional transportation plans, programs and projects. Figure 2 in Appendix A depicts the public involvement process outlined in this policy. A detailed public involvement plan should be developed appropriate to each plan, program or project. The overall intent of each public involvement plan should be consistent with the goals and objectives of Metro's policy.

### **3.A Goal**

Provide complete information, timely public notice, full public access to key decisions and support broad-based and early and continuing involvement of the public in developing regional transportation plans, programs and projects.

### **3.B Objectives**

1. Establish a general public involvement framework and clear timeline of decision points early in the transportation planning and programming process. The schedule should describe what decisions will be made and when, so that the public understands how to influence the process.
2. Involve those traditionally underserved by the existing system and consider their transportation needs. The traditionally underserved population includes, but is not limited to, minority and low income households. Persons who are unable to own and/or operate a private automobile (e.g. youth, the elderly and the disabled) may also be included in this category.
3. Remove barriers to public participation by those traditionally under-represented in the transportation planning process, such as the transportation-disabled and private transportation providers.
4. Provide information on regional transportation planning and programming activities in a timely manner to interested parties.
5. Periodically review and update the public involvement process to reflect feedback from participants.
6. 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.

7. Provide additional opportunities for public comment if there are significant differences between the draft and final plans.
8. Provide updated summaries of public comment at key decision points.
9. Allow for local governing body input and recommendations into the regional transportation planning process.

The following additional objective applies to Metro review of locally developed plans and programs from which projects are drawn and submitted for regional funding:

10. Ensure that development of local transportation plans and programs was conducted according to Metro guidelines for local public involvement as defined in Local Public Involvement Procedures.

### **3.C Structure/Work Program**

A public involvement structure/work program will be defined for each Metro plan, program or project. The structure will specify the opportunities for public involvement, including the structure for participation by the general public (workshops, hearings) and by citizen advisory committees, as appropriate. The plan, program or project structure should identify the underserved (e.g. minority, low income) population and what measures will be used to seek out and consider their participation. The structure should also identify and describe key decision points.

Each plan, program or project public involvement structure will be subject to the goals, objectives and guidelines described in this section. The public involvement events and other opportunities described in each public involvement plan should be consistent with the guidelines detailed below in Section 3. D. The guidelines are more specific for certain types of long-term plans and programs. It is recognized that these activities vary significantly and that there are any number of methods that could be employed to meet the overall intent of providing adequate, accessible public involvement during the planning process.

The public involvement structure may be fully defined at the start of the process, or it may be developed in concept (outline format) initially and then refined as a scoping element of the plan, program or project.



### **3.D Guidelines**

The purpose of these guidelines is to ensure that all transportation plans, programs and project development activities requiring Metro action include public involvement prior to action by the Metro Council. These guidelines will also help to ensure that the goals and objectives for Metro and local public involvement will be achieved.

#### **How to Use These Guidelines:**

All Metro plans, programs and project development activities are subject to the following guidelines. The guidelines for timeliness of notification are more restrictive for long-term, large-scale (i.e. "major") planning and programming efforts than for the other activities. These long-term, large-scale activities include major updates to the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP). These are the two primary ongoing documents guiding improvements to the regional transportation system.

The regional planning process also involves other large-scale planning efforts, such as major planning studies of transportation needs in particular transportation corridors and subareas. These major planning and programming activities are identified in Metro's Unified Work Program (UWP), have long-range significance, and generally take more than one year to complete. For purposes of applying the public notification guidelines (item 1 below), major updates to the RTP, the TIP and major corridor/subarea studies are referred to as "UWP" activities and are identified by a small "i".

Guidelines denoted by a small "ii" shall apply to all other plans and programs not included above and to all project development efforts, meaning generally short-term activities that address needs not previously anticipated in Metro's UWP. The public involvement process for each plan, program or project development effort shall include a finding to establish the applicable set of guidelines (either "i" or "ii"). For major planning and programming activities, this finding will be reviewed by the Metro Committee for Citizen Involvement (MCCI) when they review the preliminary public involvement plan for that activity.

Metro's review of its regional transportation plans, programs and project development efforts will conform to the following guidelines:

#### **1. Timeliness of Notification**

Provide minimum advance notice for public participation in regional transportation planning, programming and project development. Minimum required notice will depend on the type of plan, program or project development effort under review and will meet the following guidelines:

- a. Initial public involvement activities, defined as the initial public meeting or other activity used to kick off the public outreach and involvement effort. It is expected that announcement of this event will be broad-based and that those persons and groups who are interested in the plan, program or project will request that their names be added to the mailing list. Consistent with Objective 1, an initial notification is required. This notification should occur early enough in the process to allow public input on early decisions, such as problem definition, goals and objectives, and alternatives to be studied. The intent is to have public participation begin early and continue through the entire process.
- i. **RTP/TIP/major study:** 45 calendar days are required for advance notice to community organizations, including neighborhood associations and citizen participation organizations, and other interest groups before the initial public meeting or other activity used to kick off the public outreach and involvement effort. This advance notice may be preliminary in nature and should identify how additional information can be obtained, including getting on the mailing list.

If a citizen advisory committee is to be used – it is optional for any particular plan or program – the advance notice should indicate that a CAC is being recruited. A follow-up notice should be distributed consistent with the notification methods described in Sub-section 2 to provide more detailed information closer to the date of the event. See Sub-section 3 for more information on what should be included in notifications.

- ii. **All other plans/programs/projects:** For efforts with sufficient time frame, 45 calendar days notice to community organizations, including neighborhood associations and citizen participation organizations, and other interest groups for the initial public involvement activity is desirable. For other plans, programs and projects, advance notice will depend on the scope and schedule of the effort. It is recognized that each project is unique and that a *very visible or targeted* public information effort can somewhat compensate for a shortened time frame when necessary.
- b. Key decision points, defined as (1) the initial policy decision on work scope and alternatives to be studied, (2) the availability of a draft or preliminary recommendation, and (3) final adoption by the Metro Council. Additional key decision points may be identified as needed. Notices should indicate if there is a draft document available for review and comment. To the extent possible, notices should include a schedule of all major points in the decision-making process.

- i. **RTP/TIP/major study:** 45 calendar days notice is required for advance notice to community organizations, including neighborhood associations and citizen participation organizations, and other interest groups. This 45-day notice requirement can be combined with the 45-day notice for initial public involvement activities described in Sub-section (a) above. For example, the 45-day advance notice that announces the kick-off meeting for a planning study could also indicate that the initial policy decision on the work scope will occur the following month. A follow-up notice should be distributed consistent with the notification methods described in Sub-section 3 to provide more detailed information closer to the date of the event.
  
- ii. **All other plans/programs/projects:** For efforts with sufficient time frame, 45 calendar days notice to community organizations, including neighborhood associations and citizen participation organizations, and other interest groups for key decision points is desirable. As described in (i) above, this notice requirement can be combined with the 45-day notice for initial public involvement activities, and follow-up notices should be distributed. For other plans, programs and projects, advance notice will depend on the scope and schedule of the effort.
  
- c. All other opportunities for public involvement, including public hearings, meetings, workshops, etc.
  
- i. **RTP/TIP/major study:** Two weeks notice to the project mailing list is required for public involvement opportunities and informational activities, understanding that there may be special circumstances where this is not feasible or desirable. It is recognized that each planning activity is unique and that a very visible or targeted public information effort can somewhat compensate for a shortened time frame when necessary. Where possible neighborhood associations and other interest groups should be notified 45 calendar days in advance. Examples of public involvement events include:  
  
Public hearings or open houses to review proposed plans or programs
  - Neighborhood meetings or workshops to discuss proposed plans/scoping documents
  - TPAC/JPACT discussion of proposed work scope for major study/plan
  - TPAC/JPACT/Metro Council non-voting discussion of proposed plans/programs

- ii. **All other plans/programs/projects:** Advance notification will depend on the project and its timeline. Community organizations should be notified as soon as possible. General announcements of public involvement activities for a plan, program or project will be made using methods, such as newsletters and direct mailings, described in Sub-section 2. Upcoming events should also be announced at earlier events, such as meetings of a citizens advisory committee, in order to provide as much advance notice as possible.

## **2. Notification Methods**

Publicize notices of public hearings, meetings and other activities in a newspaper of general circulation, such as The Oregonian. Use other media (e.g. radio, television) as needed. In addition, keep and use an up-to-date mailing list to directly notify affected and interested persons and groups. Examples of affected and interested parties are listed in Appendix C.

## **3. Content of Notifications**

To the extent possible, notifications of public involvement opportunities should identify and describe the following information. Notifications should be easy to understand and provide adequate information and/or indicate how additional information can be obtained.

What action is being undertaken and an explanation of the process.

What issues are open for discussion (e.g. regional significance).

Who is holding the event/meeting and to whom comments will be made.

A meeting agenda that includes a description of the meeting format.

How the comments will be used.

How much time is scheduled for public comment at meetings.

Who should be interested/concerned and what are the major issues.

How decisions may affect the region.

The schedule for the process.

Who may be contacted by telephone, in writing or by other means to offer comments and/or suggestions.

Future opportunities for comment and involvement.

The purpose, schedule, location and time of meetings.

The location(s) where information is available.

The comment period for written/oral comments.

The process that may be available for supplementing or modifying the final plan or program (including identifying the anticipated time period for the next plan/program update).

#### **4. Scheduling of Meetings**

Schedule meetings and hearings to allow the best opportunity for attendance by the general public and interest groups.

#### **5. Access to Meetings**

Conduct meetings and hearings in a convenient and fully accessible location. Meeting/hearing locations should be accessible by alternative modes. Provide for public follow-up by identifying timelines and key project contacts and their role in the regional planning process.

#### **6. Form of Communication**

Summarize technical and policy information so that it is easily understood and usable by the public. Provide full public access to technical data and analysis and provide for regional distribution of information. To the extent possible, have knowledgeable persons available to answer technical and policy questions at key public meetings and hearings. Provide an opportunity for the public to initiate ideas as well as respond to plans, programs and project ideas proposed by staff.

#### **7. Form and Use of Public Comment**

Metro will seek out and consider public input from a broad range of sources. As appropriate, public comments will be used to revise work scopes and/or draft transportation plans and programs. Summaries of comments received will be up-to-date and will be forwarded to advisory committees and policy-makers considering the plans, programs and projects. Parties making comments (oral or written) should identify the organization they represent (if any).

#### **8. Feedback/Response to Public Comment**

Respond to public comment in a timely manner. As appropriate, comments and concerns may be addressed as a group rather than individually. Provide a general summary of

public comment and agency response to participants in the regional planning process, while maintaining a complete record containing copies or transcripts of all public input for public review. For long-term plans, programs and projects, a feedback mechanism should be established to occur regularly and to maintain public interest. Significant oral and written comments on the draft RTP and MTIP will become part of the final plan and MTIP.

**9. Evaluation/Refinement of Public Involvement Process**

Evaluate the effectiveness of the public involvement process at regular intervals, or upon the completion of major planning efforts. Major modifications to Metro's general public involvement process should be published for a 45-day public comment period prior to adoption.

## **Section 4**

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### **Relation of this Policy to Local Public Involvement Processes**

Before a transportation project initiated by a local government can be included in a Metro plan or program, the sponsoring local jurisdiction must demonstrate that the local transportation plan or program – from which the project was drawn – incorporated adequate public involvement. This policy seeks to ensure the integrity of local decisions regarding projects (from local plans and programs) submitted for regional funding or other action. Discussion and review of local projects, for possible inclusion in Metro's plans and programs, will focus on regional issues only. Metro expects that local jurisdictions will resolve local issues during local planning and programming, prior to the time projects are forwarded to Metro.

Metro will be expected to comply with this policy. However, failure to exactly comply with the procedures contained in this policy shall not, in and of itself, render any decisions or actions invalid. If there is question of whether the policy's goals and objectives have been met by Metro's public involvement efforts, the dispute resolution process described later in this section shall apply. The dispute resolution process shall focus on whether Metro made a reasonable attempt to achieve the intent of the policy.

## **Section 5**

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### **Compliance**

#### **5. A How the Policy and its Procedures Will be Applied.**

This policy establishes minimum standards for public involvement opportunities that Metro is expected to follow when producing transportation plans, programs and projects. It is recognized, however, that each planning activity is unique and that there may be special circumstances (e.g. extremely short time frame) where strict adherence to the guidelines may not be possible or desirable. Metro can employ a very visible or targeted public information effort to compensate somewhat in the event of an extremely short time frame for a particular activity.

#### **5. B Dispute Resolution Process**

The dispute resolution process will focus on determining the degree of compliance with the guidelines contained in this policy. The extent to which the agency's actions met the intent of the policy by achieving the goals and objectives of procedures will be considered. If it is determined that Metro has not met the spirit of the guidelines contained in this policy, Metro may be required to conduct additional public involvement activities to ensure there has been adequate public review.

Questions of adequacy of compliance with this policy should first be addressed to Metro's planning director. If the dispute can not be resolved by the planning director it will be forwarded to Metro's executive officer for consideration. If the dispute can not be resolved by the executive officer it will be forwarded to the Metro Council.

#### **5. C Effective Date of Policy**

This policy will become effective when it is adopted into the Regional Transportation Plan. From that point forward, conformance with this policy will be required for public involvement activities and adoption decisions pertaining to Metro's transportation plans, programs and project development activities. The following current or upcoming activities will be subject to this policy:

1. Metro transportation plans (e.g. Regional Transportation Plan: 1995 Update)
2. Metro transportation programs (e.g. fiscal year 1996 Metropolitan Transportation Improvement Program)
3. Metro transportation project development activities (e.g. South Willamette River Crossing Study)

#### **5. D Amendments to Policy**

Metro will periodically, or at least every three years (consistent with ISTEA), review and evaluate this public involvement policy. Amendments to the policy will require a 45-day public comment period prior to adoption.

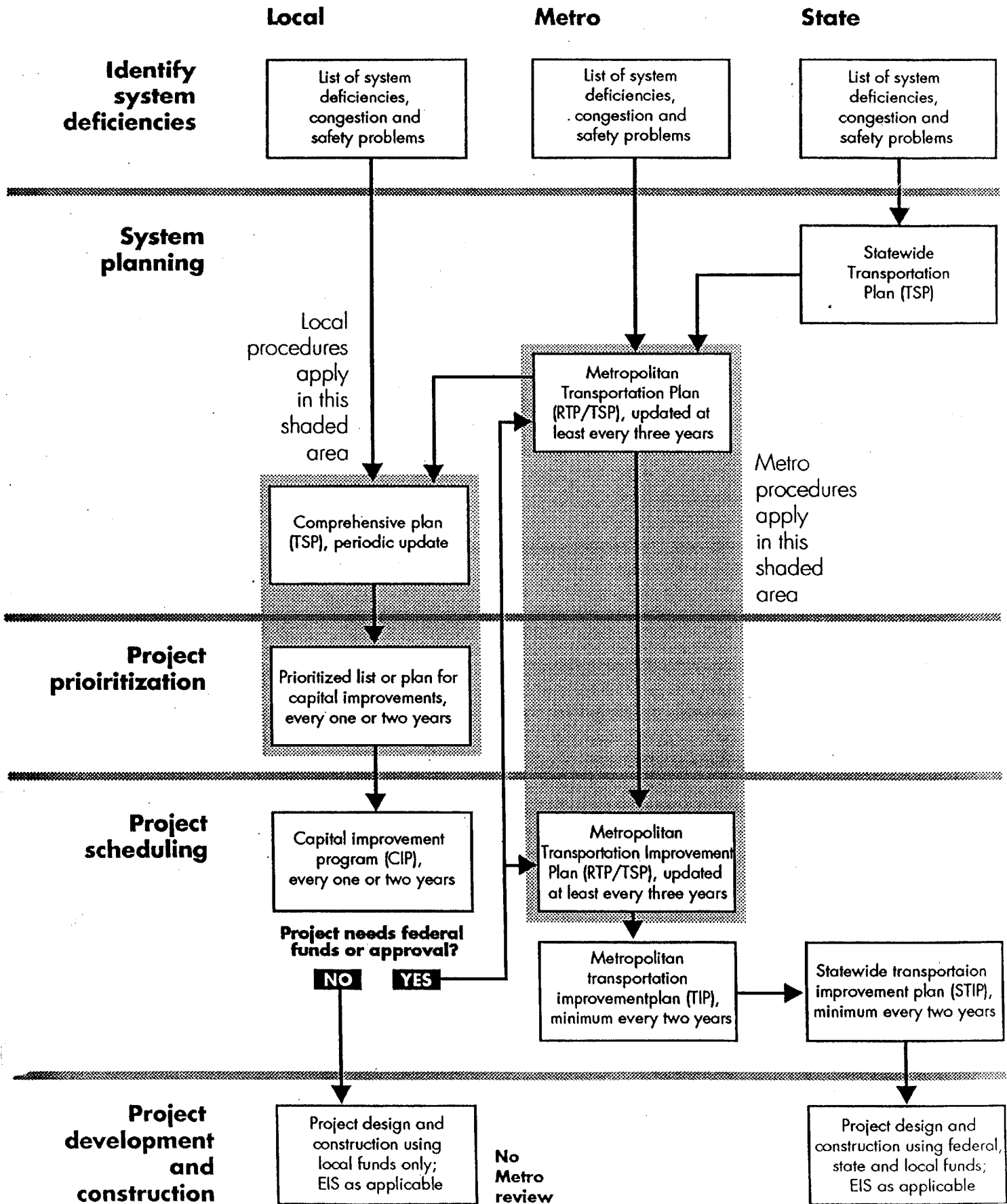
# **Appendix A**

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## **Figures**



# Transportation Planning and Programming Process



# Metro Public Involvement Process

## Transportation Planning, Programming and Project Development

*Opportunity for public involvement is built into the project work program. (Public actions indicated in bold.)*

1. **Notify public that project has started – Metro staff**  
First opportunity to be added to mailing list – public
2. Develop work program – Metro staff  
Draft public involvement plan – Metro staff,  
review by Metro Committee for Citizen Involvement
3. **Initiate public involvement opportunities – Metro staff**
4. Sponsor scoping sessions to get initial public input – Metro Committee for Citizen Involvement and Metro staff
5. Refine work program – Metro staff  
Refine public involvement plan – Metro staff
6. Complete technical research and analysis according to work program – Metro staff
7. **Provide ongoing opportunities for public input and comment – Metro staff**
8. Prepare and publish draft recommendations – Metro staff
9. **Provide formal opportunities for public input and comment – Metro staff**  
Respond to public comments – Metro staff
10. Present draft recommendations and record of public comment and staff response to the Technical Policy Advisory Committee (TPAC)
11. **Review and publish revised draft**
12. **Provide on-going opportunities for public input and comment. Multiple meetings and revisions possible at this stage.**
13. Present revised recommendations and record of public comment and staff response to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council
14. Update drafts based on JPACT and Metro Council review
15. **Hold public hearing. Provide 45-day notice for final Metro Council approval and adoption.**

## Appendix B

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### Glossary

The **Intermodal Surface Transportation Efficiency Act (ISTEA)**, signed into law on Dec. 18, 1991, provides regions and states with additional funding and more flexibility in making transportation decisions. The act requires the metropolitan area planning process to include additional considerations such as land use, intermodal connectivity, methods to enhance transit service and needs identified through the management systems.

The **Joint Policy Advisory Committee on Transportation (JPACT)** provides a forum for elected officials and representatives of agencies involved in transportation to evaluate all transportation needs in the region and to make recommendations to the Metro Council.

The **Metro Committee for Citizen Involvement (MCCI)** was established (under a different name) by the Regional Urban Growth Goals and Objectives (RUGGO) in 1991. Committee members represent the entire area within the boundaries of Clackamas, Multnomah and Washington counties and are appointed by the Metro Council. According to its by-laws, the mission of the MCCI is to "advise and recommend actions to the Metro Council on matters pertaining to citizen involvement."

The **Metro Council** is composed of seven members elected from districts throughout the metropolitan region. The council approves Metro policies, including transportation.

**Metropolitan Planning Organization (MPO)** means the forum for cooperative transportation decision-making for the metropolitan planning area. Metro is the MPO for the Oregon portion of the Portland-Vancouver metropolitan area.

**Oregon's Statewide Planning Goals** form the framework for a statewide land-use planning program. The 19 goals cover four broad categories: land use, resource management, economic development and citizen involvement. Locally adopted comprehensive plans must be consistent with the statewide planning goals.

**Persons Potentially Under-served by the Transportation System** are identified in the ISTEA metropolitan area planning regulations as those including, but not limited to, low-income and minority households. Persons who are unable to own and/or operate a private automobile (e.g., youth, the elderly and the disabled) may also be included in this category.

**Metro's Regional Urban Growth Goals and Objectives (RUGGOs)**, adopted in 1991, produced an urban growth policy framework and represents the starting point for the agency's long-range regional planning program.

The **Transportation Planning Rule** was adopted in 1991 to implement Statewide Planning Goal 12 (Transportation). The rule requires the

state's metropolitan areas to reduce reliance on the automobile by developing transportation system plans which demonstrate reductions in vehicles miles of travel per capita and in parking spaces per capita.

The **Transportation Policy Alternatives Committee (TPAC)** provides technical input to the JPACT policy-makers. TPAC's membership includes technical staff from the same governments and agencies as JPACT, plus others. There are also six citizen representatives appointed by the Metro Council.

The mailing list of interested and affected parties for any plan, program or project study may include but is not limited to the following. Notification lists should be appropriate to the project, its scope, timeline and budget.

Elected officials

Neighborhood associations

Property owners

Business groups

Users of the facility or corridor

Persons who have previously expressed interest in similar projects or related studies

Persons potentially under-served by the transportation system

Methods of notifying the public of opportunities for involvement may include but are not limited to:

News releases

Newsletters

Public notices

Distribution of flyers

Public service announcements

Electronic bulletin board

Billboards

## **Appendix C**

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### **Interested and Affected Parties (examples)**

## **Appendix D**

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### **Notification Methods/ Strategies (examples)**

Posters

News stories

Advertisements

Mailings to interested/affected parties list

## **Appendix E**

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### **Opportunities for Public Involvement (examples)**

The following are examples and ideas for strategies to provide for public involvement in transportation planning. Many of these ideas and descriptions are taken from "Innovations in Public Involvement for Transportation Planning" distributed jointly by the Federal Highway Administration and the Federal Transit Administration (January 1994). A copy of this document may be obtained from Metro.

The following list is meant to provide ideas for consideration. Metro does not intend to prescribe specific strategies for use for any particular project. Jurisdictions are free to choose one or more of the following or to use any other appropriate strategies for their public involvement activities.

**Brainstorming** is a simple technique used in a meeting where participants come together in a freethinking forum to generate ideas. Used properly – either alone or in conjunction with other techniques – brainstorming can be a highly effective method of moving participants out of conflict and toward consensus.

A **charrette** is a meeting to resolve a problem or issue. Within a specified time limit, participants work together intensely to reach a resolution.

**Citizen surveys** assess widespread public opinion. A survey is administered to a sample group of citizens via a written questionnaire or through interviews in person, by phone or by electronic media. The limited sample of citizens is considered representative of a larger group. Surveys can be formal (scientifically assembled and administered) or informal.

A **Citizens advisory committee** is a representative group of stakeholders that meets regularly to discuss issues of common concern. While citizens advisory committees (CACs) have been used for many years and the technique itself is not innovative, it can be used very creatively.

A **collaborative task force** is assigned a specific task with a time limit to come to a conclusion and resolve a difficult issue, subject to ratification by official decision-makers. It can be used on a project level or for resolving issues within a project. Its discussion can help agencies understand participants' qualitative values and reactions to proposals. It

can aid in development of policies, programs, and services and in allocation of resources.

**Focus groups** are tools used to gauge public opinion. Borrowed from the marketing and advertising industry, they define transportation as a product with the public as customers. Focus groups are a way to identify customer concerns, needs, wants and expectations. They can inform sponsors of the attitudes and values that customers hold and why. Each focus group involves a meeting of a carefully selected group of individuals convened to discuss and give opinions on a single topic.

**Media strategies** inform the public about projects and programs through newspapers, radio, television and videos, billboards, posters and displays, mass mailings of brochures or newsletters and distribution of flyers. Better information enhances public understanding of a project or program and is the basis of meaningful public involvement efforts.

A **period for written and oral comments** provides an opportunity for in-depth and more lengthy consideration and response by the public to draft recommendations. A comment period allows interested parties an opportunity to present their opinion on a particular project without the need for attending meetings or hearings.

**Public meetings and hearings** provide opportunities for information exchange. Public meetings present information to the public in any number of ways and obtain informal input from citizens. Held throughout the planning process, they can be tailored to specific issues or citizen groups and can be informal or formal. Public hearings are more formal events than public meetings and generally focus on a specific proposal or action. Held prior to a decision point, a public hearing gathers citizen comments and positions from all interested parties for public record and input into decisions. Facilitators can be used to effectively guide the discussions at meetings.

**Telephone techniques** make use of the telephone for two-way communication with the public. The telephone can be used to obtain information and to give opinions. Its use has entered a new era of potential applications to community participation, going beyond question-and-answer techniques toward the evolving new multi-media connections with television and computers.

A **transportation fair** is an event used to interest citizens in transportation and in specific projects or programs. It is typically a one-day event, heavily promoted to encourage people to attend. Attractions such as futuristic vehicles can be used to bring people to the fair. Noted personalities can also draw participants.

**Video techniques** use recorded visual and oral messages to present information to the public, primarily via videotapes or laser disks. Video information can be presented at meetings or hearings. Many households own a videotape player, which provides an additional opportunity for information dissemination.

## **Appendix F**

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### **ISTEA Public Involvement Provisions**

**Visioning** leads to a goals statement. Typically it consists of a series of meetings focused on long-range issues. Visioning results in a long-range plan. With a 20- or 30-year horizon, visioning also sets a strategy for achieving the goals.

ISTEA Public Involvement Provisions excerpted from the Metropolitan Area Planning regulations (23 CFR Part 450 Sub-part C)

#### SECTION 450.316 (b): Elements of the Planning Process

In addition, the metropolitan transportation planning process shall:

- (1) Include a proactive involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans and TIPs and meets the requirements and criteria specified as follows:
  - (i) Require a minimum public comment period of 45 days before the public involvement process is initially adopted or revised;
  - (ii) Provide timely information about transportation issues and processes to citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other interested parties and segments of the community affected by transportation plans and projects (including, but not limited to, central city and other local jurisdiction concerns);
  - (iii) Provide reasonable public access to technical and policy information used in the development of plans and TIPs and open public meetings where matters related to the Federal Aid highway and transit programs are being considered;
  - (iv) Require adequate public notice of public involvement activities and time for public review and comment at key decision points, including, but not limited to, approval of plans and TIPs (in nonattainment areas, classified as serious and above, the comment period shall be at least 30 days for the plan, TIP and major amendment(s));
  - (v) Demonstrate explicit consideration and response to public input received during the planning and program development processes;
  - (vi) Seek out and consider the needs of those traditionally under-served by existing transportation systems, including, but not limited to, low income and minority households;

(vii) When significant written and oral comments are received on the draft transportation plan or TIP (including the financial plan) as a result of the public involvement process or the interagency consultation process under the US EPA's conformity regulations, a summary, analysis, and report on the disposition of comments shall be made part of the final plan and TIP;

(viii) If the final transportation plan or TIP differs significantly from the one which was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts, an additional opportunity for public comment on the revised plan or TIP shall be made available;

(ix) Public involvement processes shall be periodically reviewed by the MPO in terms of their effectiveness in assuring that the process provides full and open access to all;

(x) These procedures will be reviewed by FHWA and FTA during certification reviews for TMAs, and as otherwise necessary for all MPOs, to assure that full and open access is provided to MPO decision-making processes; and

(xi) Metropolitan public involvement processes shall be coordinated with statewide public involvement processes wherever possible to enhance public consideration of the issues, plans, and programs and reduce redundancies and costs.

(2) Be consistent with Title VI of the Civil Rights Act of 1964 and the Title VI assurance executed by each state under 23 U.S.C. 324 and 29 U.S.C. 794, which ensure that no person shall, on the grounds of race, color, sex, national origin, or physical handicap, be excluded from participation in, be denied benefits of, or be otherwise subjected to discrimination under any program receiving federal assistance from the United States Department of Transportation;

(3) Identify actions necessary to comply with the Americans With Disabilities Act of 1990 (Pub. L 101f336, 104 Stat. 327, as amended) and U.S. DOT regulations "Transportation for Individuals With Disabilities" (49 CFR parts 27, 37, and 38);

(4) Provide for the involvement of traffic, ridesharing, transportation safety and enforcement agencies; commuter rail operators; airport and port authorities; toll authorities; appropriate private transportation providers and, where appropriate, city officials; and

(5) Provide for the involvement of local, state, and federal environmental, resource and permit agencies as appropriate.



SECTION 450.322 (c):

**Metropolitan Transportation Plan**

There must be adequate opportunity for public official (including elected officials) and citizen involvement in the development of the transportation plan before it is approved by the MPO, in accordance with the requirements of 450.316(b)(1). Such procedures shall include opportunities for interested parties (including citizens, affected public agencies, representatives of transportation agency employees, and private providers of transportation) to be involved in the early stages of the plan development/update process. The procedures shall include publication of the proposed plan or other methods to make it readily available for public review and comment and, in nonattainment [transportation management areas], an opportunity for at least one formal public meeting annually to review planning assumptions and the plan development process with interested parties and the general public. The procedures also shall include publication of the approved plan or other methods to make it readily available for information purposes.

SECTION 450.324 (c):

**Metropolitan Transportation Improvement Program (TIP)**

There must be reasonable opportunity for public comment in accordance with the requirements of 450.316(b)(1) and, in nonattainment [transportation management areas], an opportunity for at least one formal public meeting during the TIP development process. This public meeting may be combined with the public meeting required under 450.322(c). The proposed TIP shall be published or otherwise make readily available for review and comment. Similarly, the approved TIP shall be published or otherwise made readily available for information purposes.

SECTION 450.326:

**TIP: Modification**

Public involvement procedures consistent with 450.316(b)(1) shall be utilized in amending the TIP, except that these procedures are not required for TIP amendments that only involve projects of the type covered in 450.324(i). [Note: 450.324(i) refers to smaller-scale projects that may be grouped in the TIP rather than.

This draft public involvement policy was developed by the Metro Committee for Citizen Involvement (MCCI) and the Transportation Policy Alternatives Committee (TPAC). This policy incorporates input from public involvement and planning professionals and citizens in the region. Following a 45-day public review and comment period, the policy will be revised as appropriate and submitted to the Metro Council for adoption into the RTP.

The MCCI was established by the Regional Urban Growth Goals and Objectives (RUGGO) process and re-affirmed by the 1992 Metro Charter and is assisting the Metro Council in developing and reviewing public involvement procedures for all Metro activities, including planning.

TPAC includes staff from the region's governments and transportation agencies and has six citizen members. This committee provides technical advice on regional transportation issues to Metro's policy-makers. Metro staff are also assisting in development of the procedures and guidelines.

Adoption of the public involvement procedures will occur through review and action by Metro's policy-makers, including the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. JPACT provides a forum for elected officials and representatives of agencies involved in transportation to evaluate needs in the region and to make recommendations to the Metro Council. The Metro Council is composed of seven members elected from districts throughout the metropolitan region. The council approves Metro policies, including transportation.

The draft public involvement procedures will be published for a 45-day public comment period. JPACT and the Metro Council will consider public comment in their review.

## **Appendix G**

---

### **Development of Policy**

#### **Metro Committee for Citizen Involvement**

Bob Bothman

Gail Cerveny

Geoffrey W. Hyde

James B. Langston

#### **Transportation Policy Alternatives Committee**

Mark Brown  
Washington County

Kathy Busse  
Multnomah County

Maggie Collins  
City of Milwaukie

Steve Dotterrer  
City of Portland

Molly O'Reilly  
Citizen

Rod Sandoz  
Clackamas County

# Transportation Planning

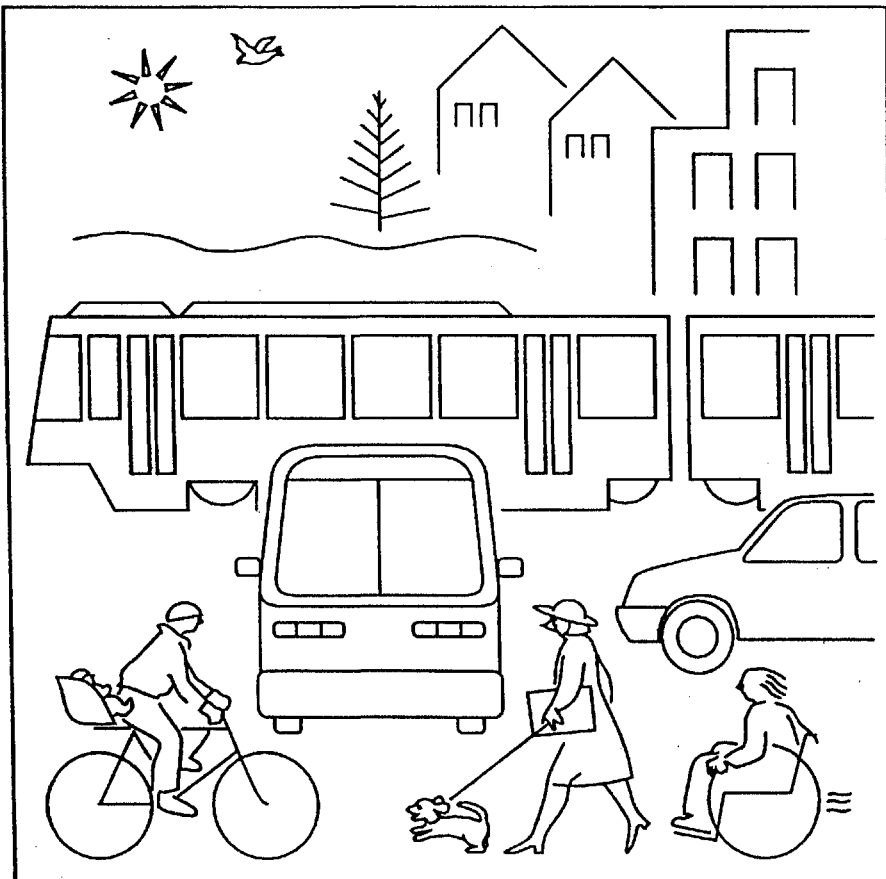


METRO

# Local Public Involvement Policy

May 1995

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**About Metro**

Metro is the directly elected regional government that serves more than 1.2 million residents in Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area.

Metro is responsible for growth management, transportation and land-use planning; solid waste management; operation of the Metro Washington Park Zoo; regional parks and greenspaces programs; and technical services to local governments. Through the Metropolitan Exposition-Recreation Commission, Metro manages the Oregon Convention Center, Civic Stadium, the Portland Center for the Performing Arts and the Expo Center.

Metro is governed by an executive officer and a seven-member council. The executive officer is elected regionwide; councilors are elected by district.

For more information about Metro or to schedule a speaker for a community group, call 797-1510.

## **Transportation Planning**

# **Local Public Involvement Policy**

# Executive Summary

## **Public Involvement in Transportation Planning and Funding**

Metro's public involvement policy for regional transportation planning and funding activities is intended to support and encourage broad-based public participation in development and review of Metro's transportation plans, programs and projects. The policy was developed in response to citizen interest and recent state and federal mandates.

This document describes Metro's public involvement policy for local jurisdictions submitting projects for regional funding or other action. This policy seeks to ensure the integrity of local decisions regarding projects (from local plans and programs) submitted for regional funding or other action.

Discussion and review of local projects for possible inclusion in Metro's plans and programs will focus on regional issues only. Metro expects that local jurisdictions will resolve local issues during local planning and programming prior to the time projects are forwarded to Metro.

Also included is a set of procedures for public involvement activities conducted at the local level. These procedures require that local transportation plans and programs meet minimum standards for public involvement at the local level prior to subsequent action on local transportation actions by the Metro Council.

### **Public Involvement Goals**

Involve local citizens, public officials and other local interests in the transportation planning and programming process, and in forwarding projects for consideration for regional transportation plans and programs.

### **Policy Objectives**

1. Provide Metro with assurance that development of local transportation plans and programs is conducted according to Metro's guidelines for local public involvement, as outlined in this section.
2. Provide a local role in the establishment of regional citizen advisory committees formed as part of Metro's transportation planning, programming and project development process.
3. Allow for local governing body input and recommendations into the regional transportation planning process.
4. Provide an avenue for participants in the local transportation planning process to become involved in regional transportation planning, programming and project development efforts.

## **Public Involvement Guidelines**

A set of public involvement guidelines have been developed to ensure the objectives of this policy are met. Metro's purpose in establishing these guidelines is to ensure that all local transportation plans and programs from which projects are drawn and submitted to Metro for funding or other action meet minimum standards of public involvement prior to action by the Metro Council. These guidelines will also help ensure that the goals and objectives for Metro and local public involvement will be achieved.

## **Compliance and Dispute Resolution**

The public involvement procedures establish minimum standards for public involvement opportunities that agencies producing transportation plans and programs are expected to follow. However, failure to exactly comply with the procedures contained in the policy shall not, in and of itself, render any decisions or actions invalid.

The dispute resolution process will focus on determining the degree of compliance with the guidelines contained in this policy and the extent to which the agency's actions met the intent of the policy by achieving the goals and objectives of the procedures. If it is determined that the local jurisdiction has not met the spirit of the guidelines contained in this policy, the local jurisdiction may be required to conduct additional public involvement activities to ensure there has been adequate public review at the local level.

## **Effective Date of Policy**

This policy will become effective when it is adopted into the Regional Transportation Plan. From that point forward, conformance will be required for public involvement activities pertaining to Metro's transportation plans, programs and project development activities. Metro will periodically, or at least every three years, review and evaluate this public involvement policy. Amendments to the policy will require a 45-day public comment period prior to adoption.





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## **Section 1**

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### **Introduction**

This document describes Metro's public involvement policy for local jurisdictions submitting projects for regional funding or other action. The policy provides local jurisdictions with flexibility in designing their public involvement programs and in selecting techniques for soliciting and considering public comment.

Metro understands that local jurisdictions have adopted public involvement programs, in accordance with State Planning Goal 1: Citizen Involvement. Metro encourages and expects local jurisdictions to use their adopted programs to develop and adopt transportation plans and programs, but the public involvement efforts for these decisions must also meet the minimum standards outlined in this policy. In some cases, it may be desirable for local jurisdictions to amend their public involvement programs so that these policies are consistent with Metro's requirements for local public involvement in transportation planning and programming.

The policy seeks to ensure the integrity of local decisions regarding projects (from local plans and programs). Discussion and review of local projects for possible inclusion in Metro's plans and programs will focus on regional issues only. Metro expects that local jurisdictions will resolve local issues during local planning and programming, prior to the time projects are forwarded to Metro.

Also included is a set of procedures for public involvement activities conducted at the local level. These procedures apply to locally adopted transportation plans and programs from which transportation projects are drawn and submitted to Metro. These procedures require that local transportation plans and programs meet minimum standards for public involvement at the local level prior to subsequent action on local transportation actions by the Metro Council.

## **Section 2**

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### **Scope of Policy**

The procedures in this policy shall apply to locally-adopted transportation plans and programs (i.e. funding) where local jurisdictions have lead agency authority, from which transportation projects are drawn and submitted to Metro for regional funding or other action (see Appendix A for a depiction of the transportation planning and programming process). These procedures do not apply to local transportation projects on an individual basis or to local project development actions (e.g. decisions about design, alignment, etc.), but rather focus on the local system plans and programs that prioritize those projects.

However, if a local jurisdiction forwards a project to Metro that is not in its locally adopted plan and program, the local jurisdiction must, at a minimum, hold a public hearing prior to making the decision to forward the project. Projects adopted in both the local plan and program

(provided that the public involvement process for the plan and program was adequate) will be deemed to be top local priorities and will not require a supplementary public hearing. Metro is required to meet similar standards for public involvement during regional review of its proposed transportation plans, programs and projects.

Local jurisdictions must demonstrate that they have provided for public involvement during local transportation planning activities for regional projects and programs. Local jurisdictions must certify to Metro that they have followed a public involvement process consistent with the following goals, objectives and guidelines in developing and adopting transportation programs from which projects are drawn and submitted to Metro for funding or other action. Metro is required to meet similar standards for public involvement during regional review of proposed transportation plans, programs and projects.

### **3.A Goal**

Involve local citizens, public officials and other local interests in the transportation planning and programming process, and in forwarding projects for consideration for regional transportation plans and programs.

### **3.B Objectives**

1. Provide Metro with assurance that development of local transportation plans and programs is conducted according to Metro's guidelines for local public involvement, as outlined in this section.
2. Provide a local role in the establishment of regional citizen advisory committees formed as part of Metro's transportation planning, programming and project development process.
3. Allow for local governing body input and recommendations into the regional transportation planning process.
4. Provide an avenue for participants in the local transportation planning process to become involved in regional transportation planning, programming and project development efforts.

### **3.C Guidelines**

Metro's purpose in establishing these guidelines is to ensure that all local transportation plans and programs from which projects are drawn and submitted to Metro for funding or other action meet minimum standards of public involvement prior to action by the Metro Council. These guidelines will also help to ensure that the goals and objectives for Metro and local public involvement will be achieved.

## **Section 3**

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# **Public Involvement Procedures**

## **Section 2**

---

### **Scope of Policy**

It is recognized that local transportation plans and programs vary significantly and that there are any number of methods that could be employed to meet the overall intent of providing adequate, accessible public involvement during the local transportation planning process. Local transportation plans and programs from which projects are drawn and submitted to Metro for review should meet the following guidelines for local public review:

#### **Local Public Involvement Guidelines**

The guidelines are listed in sequential order. Examples are in italics and are included for informational purposes only. Other examples can be found in the appendices.

1. At the beginning of the transportation plan or program, develop and apply a public involvement program that meets the breadth and scope of the plan or program. Public participation should be broad-based, with early and continuing opportunities throughout the plan or program's lifetime. *work program, schedule, budget, staffing needs*
2. Identify appropriate interested and affected groups. Update as needed. *neighborhood associations; property owners; business groups; users of the facility or corridor; persons who have previously expressed interest in similar projects; those potentially under-served (e.g. minority, low income households, youth and the elderly)*
3. Announce the initiation of the plan or program and solicit initial input. If the plan or program schedule allows, the local jurisdiction should notify neighborhood associations, citizen participation organizations and other interest groups 45 calendar days prior to (1) the public meeting or other activity (examples follow) used to kick off public involvement for the plan or program; and (2) the initial decision on the scope and alternatives to be studied. *transportation fair, neighborhood meetings, public workshop*
4. Provide reasonable notification of key decision points and public involvement opportunities in the planning and programming process. Examples of key decision points beyond the initial policy decision on work scope and alternatives to be studied include the availability of a draft or preliminary recommendation, and final adoption of the plan or program. Opportunities for public involvement include, but are not limited to workshops, public hearings, public meetings, open houses, written and oral comment periods, and citizen advisory committees (if used). Where possible, neighborhood associations, citizen participation organizations and other interest groups should be notified 45 calendar days in advance. *news releases, newsletters, public notices, advertisements, mailings to list*

## **Section 3**

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### **Public Involvement Procedures**

5. Provide a forum for timely, accessible input throughout the lifetime of the plan or program. *task force or citizen advisory committee meetings, workshops*
6. Provide opportunity for input in reviewing screening and prioritizing criteria. *workshops, surveys, public hearings*
7. Provide opportunity for review/comment on staff recommendations. *workshops, surveys, public hearings, comment period following release of staff recommendations*
8. Consider and respond to public comments and questions. As appropriate, revise draft documents and/or recommendations based on public input. *maintain record (copies or transcripts) of comments received, provide policy-makers with summaries of public comments and agency response*
9. Provide adequate notification of final adoption of the plan or program. If the plan or program schedule allows, the local jurisdiction should notify neighborhood associations, citizen participation organizations and other interest groups 45 calendar days prior to the adoption date. A follow-up notice should be distributed prior to the event to provide more detailed information. *news releases, newsletters, public notices, advertisements, mailings to list*

#### **3.D Certification of Local Public Process**

In order to certify that it has satisfied the requirements for local public involvement outlined in this section, the sponsoring local jurisdiction should complete the following steps for each plan or program from which projects are drawn and submitted to Metro.

1. Follow a local public involvement process which is consistent with the goal, objectives and guidelines described in this section.
2. Complete the checklist in Appendix A. Submit the checklist and any supporting documentation (e.g. locally adopted public involvement procedures) to Metro.
3. Make available, if needed, mailing lists for use by Metro during its review of the local plan, program or project.
4. At appropriate times (e.g. beginning of MTIP programming process), inform persons and groups on the mailing list that projects from the local transportation plan and/or program have been submitted to Metro. Advise those interested in the regional transportation planning and programming process to contact Metro for further information.

If a project is submitted to Metro that is not in the local transportation plan and/or program, the agency should describe the public involvement process for selecting that project as a top local priority for funding or other Metro action. At a minimum, the local jurisdiction must hold a public hearing prior to making the decision to forward the project. The public hearing should be held by whatever council, commission or committee is making the decision. In some cases, the decision-making body or committee will not be elected, but may be one of the county coordinating committees that were established to frame countywide policies and recommendations.

## **Section 4**

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### **Compliance**

Local jurisdictions submitting projects or programs to Metro for regional funding or other action will be expected to comply with this policy. However, failure to exactly comply with the procedures contained in this policy shall not, in and of itself, render any decisions or actions invalid. If there is question of whether the policy's goals and objectives have been met by an agency's public involvement efforts, the dispute resolution process described later in this section shall apply. The dispute resolution process shall focus on whether the agency in question made a reasonable attempt to achieve the intent of the policy.

#### **4. A How the Policy and its Procedures will be Applied**

This policy establishes minimum standards for public involvement opportunities that agencies producing transportation plans and programs are expected to follow. It is recognized, however, that each planning activity is unique and that there may be special circumstances (e.g. extremely short time frame) where strict adherence to the guidelines may not be possible or desirable. Agencies can employ a very visible or targeted public information effort to compensate somewhat in the event of an extremely short time frame for a particular activity.

#### **4. B Dispute Resolution Process**

The dispute resolution process will focus on determining the degree of compliance with the guidelines contained in this policy. The extent to which the agency's actions met the intent of the policy by achieving the goals and objectives of the procedures will be considered. If it is determined that the local jurisdiction has not met the spirit of the guidelines contained in this policy, the local jurisdiction may be required to conduct additional public involvement activities to ensure there has been adequate public review at the local level.

Questions of adequacy of compliance with this policy should first be addressed to Metro's planning director. If the dispute can not be resolved by the planning director, it will be forwarded to Metro's

executive officer for consideration. If the dispute cannot be resolved by the executive officer, it will be forwarded to the Metro Council.

#### **4. C Effective Date of Policy**

This policy will become effective when it is adopted into the 1995 update of the Regional Transportation Plan. From that point forward, conformance with this policy will be required for public involvement activities and adoption decisions pertaining to Metro's transportation plans, programs and project development activities.

#### **4. D Amendments Policy**

Metro will periodically, or at least every three years (consistent with ISTEA), review and evaluate this public involvement policy. Amendments to the policy will require a 45-day public comment period prior to adoption.

# Appendix A

## Local Public Involvement Checklist

Local jurisdictions/project sponsors must complete this checklist for local transportation plans and programs from which projects are drawn that are submitted to Metro for regional funding or other action. Section 3.D of Metro's local public involvement policy for transportation describes the certification process, including completion of this checklist. See Section 3.D for information about the other certification steps.

If projects are from the same local transportation plan and/or program, only one checklist need be submitted for those projects. For projects not in the local plan and/or program, the local jurisdiction should complete a checklist for each project.

The procedures for local public involvement (Section 3) and this checklist are intended to ensure that the local planning and programming process has provided adequate opportunity for public involvement prior to action by Metro. To aid in its review of local plans, programs and projects, Metro is requesting information on applicable local public involvement activities. Project sponsors should keep information (such as that identified in italics) on their public involvement program on file in case of a dispute.

### A. Checklist

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

2. Appropriate interested and affected groups were identified and the list was updated as needed. *(Maintain list of interested and affected parties.)*

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

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

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

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



- 5. Provided a forum for timely, accessible input throughout the lifetime of the plan/program.  
*Keep descriptions of opportunities for ongoing public involvement in the plan/program, including citizen advisory committees. For key public meetings, this includes the date, location and attendance.*
- 6. Provided opportunity for input in reviewing screening and prioritizing criteria.  
*Keep descriptions of opportunities for public involvement in reviewing screening and prioritizing criteria. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.*
- 7. Provided opportunity for review/comment on staff recommendations.  
*Keep descriptions of opportunities for public review of staff recommendations. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.*
- 8. Considered and responded to public comments and questions. As appropriate, the draft documents and/or recommendations were revised based on public input.  
*Keep record of comments received and response provided.*
- 9. Provided adequate notification of final adoption of the plan or program. If the plan or program's schedule allows, the local jurisdiction should notify neighborhood associations, citizen participation organizations and other interest groups 45 calendar days prior to the adoption date. A follow-up notice should be distributed prior to the event to provide more detailed information.  
*Keep descriptions of the notifications, including dated examples. For announcements sent by mail, keep descriptions and include number of persons/groups on mailing list.*

**B. Certification Statement**

\_\_\_\_\_  
Project sponsor

Certifies adherence to the local public involvement procedures developed to enhance public participation.

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Date

**C. Summary of Local Public Involvement Process**

Please attach a summary (maximum two pages) of the key elements of the public involvement process for this plan, program or group of projects.

## **Appendix B**

### **Interested and Affected Parties (examples)**

The mailing list of interested and affected parties for any plan, program or project study may include, but is not limited to, the following. Notification lists should be appropriate to the project, its scope, timeline and budget.

Elected officials

Neighborhood associations

Property owners

Business groups

Users of the facility or corridor

Persons who have previously expressed interest in similar projects or related studies

Persons potentially under-served by the transportation system

## **Appendix C**

### **Notification Methods/ Strategies (examples)**

Methods of notifying the public of opportunities for involvement may include but are not limited to:

News releases

Newsletters

Public notices

Distribution of flyers

Public service announcements

Electronic bulletin board

Billboards

Posters

News stories

Advertisements

Mailings to interested/affected parties list

## **Appendix D**

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### **Opportunities for Public Involvement (examples)**

The following are examples and ideas for strategies to provide for public involvement in transportation planning. Many of these ideas and descriptions are taken from "Innovations in Public Involvement for Transportation Planning" distributed jointly by the Federal Highway Administration and the Federal Transit Administration (January 1994). A copy of this document may be obtained from Metro.

The following list is meant to provide ideas for consideration. Metro does not intend to prescribe specific strategies for use for any particular project. Jurisdictions are free to choose one or more of the following or to use any other appropriate strategies for their public involvement activities.

**Brainstorming** is a simple technique used in a meeting where participants come together in a freethinking forum to generate ideas. Used properly – either alone or in conjunction with other techniques – brainstorming can be a highly effective method of moving participants out of conflict and toward consensus.

A **charrette** is a meeting to resolve a problem or issue. Within a specified time limit, participants work together intensely to reach a resolution.

**Citizen surveys** assess widespread public opinion. A survey is administered to a sample group of citizens via a written questionnaire or through interviews in person, by phone, or by electronic media. The limited sample of citizens is considered representative of a larger group. Surveys can be formal (scientifically assembled and administered) or informal.

A **citizens advisory committee** is a representative group of stakeholders that meets regularly to discuss issues of common concern. While Citizens Advisory Committees (CACs) have been used for many years and the technique itself is not innovative, it can be used very creatively.

A **collaborative task force** is assigned a specific task with a time limit to come to a conclusion and resolve a difficult issue, subject to ratification by official decision-makers. It can be used on a project level or for resolving issues within a project. Its discussion can help agencies understand participants' qualitative values and reactions to proposals. It can aid in development of policies, programs, and services and in allocation of resources.

**Focus groups** are tools used to gauge public opinion. Borrowed from the marketing and advertising industry, they define transportation as a product with the public as customers. Focus groups are a way to identify customer concerns, needs, wants, and expectations. They can inform sponsors of the attitudes and values that customers hold and why. Each focus group involves a meeting of a carefully selected group of individuals convened to discuss and give opinions on a single topic.

**Media strategies** inform the public about projects and programs through newspapers, radio, television and videos, billboards, posters and displays, mass mailings of brochures or newsletters, and distribution of flyers. Better information enhances public understanding of a project or program and is the basis of meaningful public involvement efforts.

A **period for written and oral comments** provides an opportunity for in-depth and more lengthy consideration and response by the public to draft recommendations. A comment period allows interested parties an opportunity to present their opinion on a particular project without the need for attending meetings or hearings.

**Public meetings and hearings** provide opportunities for information exchange. Public meetings present information to the public in any number of ways and obtain informal input from citizens. Held throughout the planning process, they can be tailored to specific issues or citizen groups and can be informal or formal. Public hearings are more formal events than public meetings and generally focus on a specific proposal or action. Held prior to a decision point, a public hearing gathers citizen comments and positions from all interested parties for public record and input into decisions. Facilitators can be used to effectively guide the discussions at meetings.

**Telephone techniques** make use of the telephone for two-way communication with the public. The telephone can be used to obtain information and to give opinions. Its use has entered a new era of potential applications to community participation, going beyond question-and-answer techniques toward the evolving new multi-media connections with television and computers.

A **transportation fair** is an event used to interest citizens in transportation and in specific projects or programs. It is typically a one-day event, heavily promoted to encourage people to attend. Attractions such as futuristic vehicles can be used to bring people to the fair. Noted personalities can also draw participants.

**Video techniques** use recorded visual and oral messages to present information to the public, primarily via videotapes or laser disks. Video information can be presented at meetings or hearings. Many households own a videotape player, which provides an additional opportunity for information dissemination.

**Visioning** leads to a goals statement. Typically it consists of a series of meetings focused on long-range issues. Visioning results in a long-range plan. With a 20- or 30-year horizon, visioning also sets a strategy for achieving the goals.

This draft public involvement policy was developed by the Metro Committee for Citizen Involvement (MCCI) and the Transportation Policy Alternatives Committee (TPAC). This policy incorporates input from public involvement and planning professionals and citizens in the region. Following a 45-day public review and comment period, the policy will be revised as appropriate and submitted to the Metro Council for adoption into the RTP.

The MCCI was established by the Regional Urban Growth Goals and Objectives (RUGGO) process and reaffirmed by the 1992 Metro Charter and is assisting the Metro Council in developing and reviewing public involvement procedures for all Metro activities, including planning.

TPAC includes staff from the region's governments and transportation agencies and has six citizen members. This committee provides technical advice on regional transportation issues to Metro's policy-makers. Metro staff are also assisting in development of the procedures and guidelines.

Adoption of the public involvement procedures will occur through review and action by Metro's policy-makers, including the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. JPACT provides a forum for elected officials and representatives of agencies involved in transportation to evaluate needs in the region and to make recommendations to the Metro Council. The council is composed of seven members elected from districts throughout the metropolitan region. The council approves Metro policies, including transportation.

The draft public involvement procedures will be published for a 45-day public comment period. JPACT and the Metro Council will consider public comment in their review.

## **Appendix E**

### **Development of Policy**

#### **Metro Committee for Citizen Involvement**

Bob Bothman

Gail Cervený

Geoffrey W. Hyde

James B. Langston

#### **Transportation Policy Alternatives Committee**

Mark Brown  
Washington County

Kathy Busse  
Multnomah County

Maggie Collins  
City of Milwaukie

Steve Dotterrer  
City of Portland

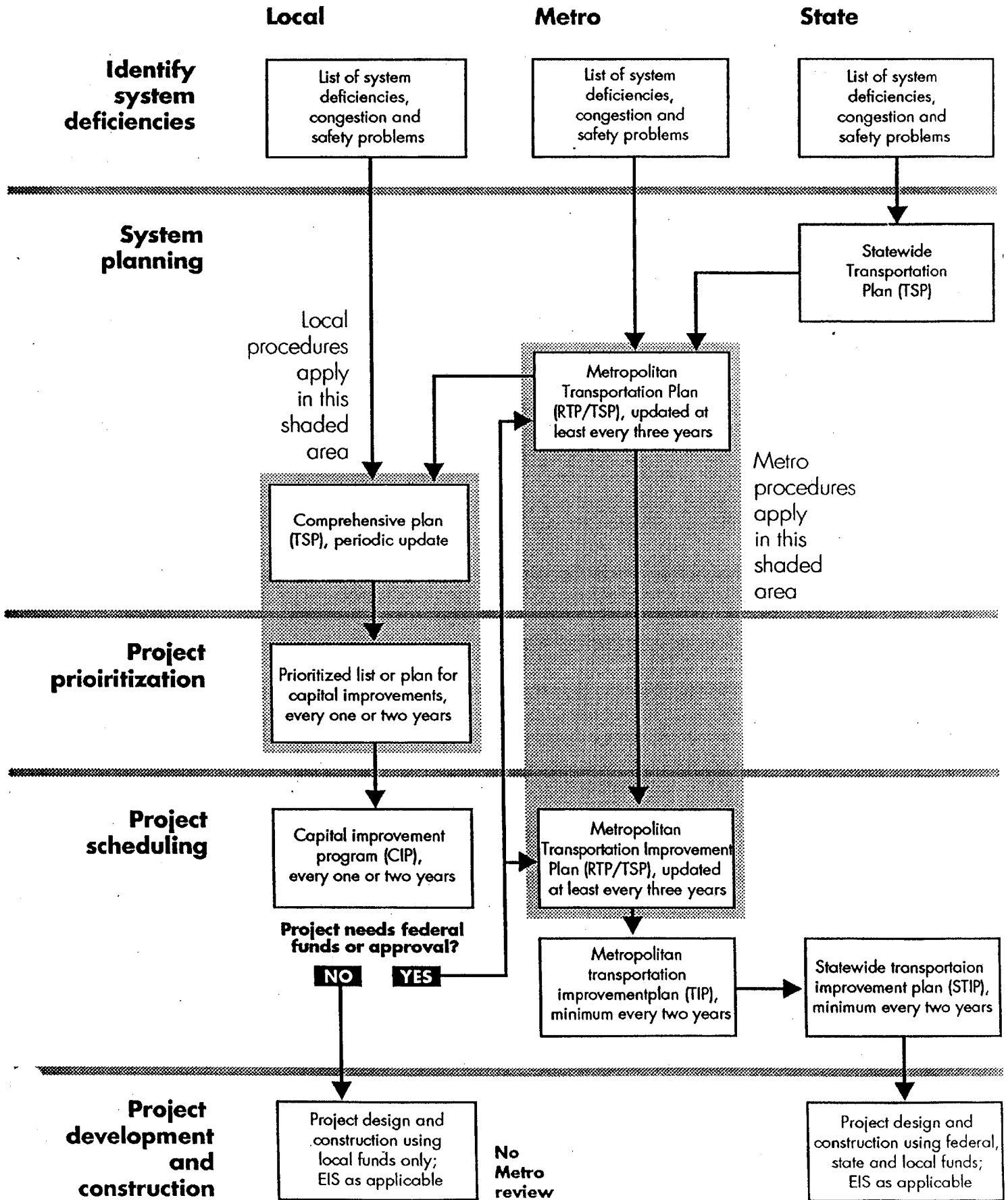
Molly O'Reilly  
Citizen

Rod Sandoz  
Clackamas County

## **Appendix F**

### **Figures**

# Transportation Planning and Programming Process



1. **Notify public that project has started – Metro staff**  
First opportunity to be added to mailing list – public
2. Develop work program – Metro staff  
Draft public involvement plan – Metro staff,  
review by Metro Committee for Citizen Involvement
3. **Initiate public involvement opportunities – Metro staff**
4. Sponsor scoping sessions to get initial public input – CAC and Metro staff
5. Refine work program – Metro staff  
Refine public involvement plan – Metro staff
6. Complete technical research and analysis according to work program – Metro staff
7. **Provide ongoing opportunities for public input and comment – Metro staff**
8. Prepare and publish draft recommendations – Metro staff
9. **Provide formal opportunities for public input and comment – Metro staff**  
Respond to public comments – Metro staff
10. Present draft recommendations and record of public comment and staff response to the Technical Policy Advisory Committee (TPAC)
11. **Review and publish revised draft**
12. **Provide on-going opportunities for public input and comment. Multiple meetings and revisions possible at this stage.**
13. Present revised recommendations and record of public comment and staff response to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council
14. Update drafts based on JPACT and Metro Council review
15. **Hold public hearing. Provide 45-day notice for final Metro Council approval and adoption.**

Figure 2

## Metro Public Involvement Process

### Transportation Planning, Programming and Project Development

*Opportunity for public involvement is built into the project work program. (Public actions indicated in bold.)*



## Comment Summary and Response

### Draft Public Involvement Policies for Transportation Planning

#### General Comments

1. Comment: The policies should address the length of product review periods and the linkage between length of notice, the review period and the nature of the decision (Washington Co.).

TPAC recommendation on Comment 1: Agree; an additional guideline to address product review issues should be added to the Metro Policy Section 3. D. Guidelines and the existing Guidelines number 7, 8, and 9 should be renumbered accordingly,

"7. Comment and Review Periods – Metro will provide adequate time for public review of draft documents or staff recommendations prior to opportunities for comment or testimony, such as public hearings. The length of comment and review periods will vary based on the nature of the plan or program and total amount of time available to complete the planning or programming process."

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#### Comments on the Public Involvement Policy for Metro Transportation Planning

##### Scope of Policy

3. Comment: Appendix G does not contain the reference to exempt MTIP modifications as noted on page 8, 2nd paragraph (Washington Co.).

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Section 3. D. Guideline 7. Comment and Review Periods – An additional paragraph should be added to the end of this Guideline, “When making air quality conformity determinations for transportation plans and programs Metro will follow the public participation requirements in the State Conformity Rule 340-20-760 (4). Metro will make available to the public the draft conformity determination and all supporting documents 30 days prior to a final decision. Notification of the availability of the draft determination and all supporting documentation shall be given by prominent advertisement in the area affected. Written notification of the availability of the draft determination and all supporting documentation shall also be provided to any party requesting such notification. Comments submitted to Metro during the review period shall be made a part of the record of any final decision.”

## **Guidelines**

5. Comment: Suggest identifying cases in which community groups or public agencies are expected to perform a coordinating function for Unified Work Program activities (i) or (ii) in addition to providing their own input (Washington County).

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“The structure will specify the opportunities for public involvement, including the structure for participation by the general public (workshops, hearings), the need for local jurisdictions, public agencies, or community groups to provide a coordinating function (host meetings, provide information), and if appropriate the structure for participation by citizen advisory committees.”  
In addition, if any coordinating functions are needed they should be mentioned in the notice of initial public involvement activities. An additional sentence should be added to Section 3.D Guidelines, number 3. Content of Notifications as follows,

“The need for any coordinating functions by local jurisdictions, public agencies, or community groups, such as hosting meetings, or providing information.”

6. Comment: Suggest adding a timeline of Metro transportation decision making process to aid local jurisdictions in planning the necessary local public involvement activities (City of Oregon City).

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## **Review periods**

7. Comment: There are no specific requirements for how much time is allowed for review or consideration of draft documents, to provide adequate time for local government coordination (through the County Coordinating Committee process which meets monthly) and review at the local level, a 45-day review period should be included in the policies (Washington Co.).

TPAC recommendation on Comment 7: Disagree; the length of product review time will vary based on the specific plan, program, or project being reviewed. An additional guideline has been added to address product review issues (see Comment 1).

## **Notification Methods**

8. Comment: Add reference to "availability of products to review" to first sentence in Section 2 (Washington Co.).

TPAC recommendation on Comment 8: Agree; revise as proposed.

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TPAC recommendation on Comment 10: Agree; the fourth sentence on page 15 should be amended to read,

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11. Comment: Language should be added that indicates whether Metro will treat individual input differently from comments received from representatives of interest groups, neighborhood associations, signed petitions, etc.

TPAC recommendation on Comment 11: Disagree: Guideline number 7 in Section 3.D indicates that Metro will seek out and consider input from a broad range of sources. Summaries of these comments will be forwarded to advisory committees and policy-makers considering the plans, programs and projects. The decision making bodies should to determine how to treat individual comments in relation to comments from groups, based on the nature of the comments and the issues being considered.

## **Relation of this Policy to Local Public Involvement Processes**

12. Comment: Many "local project issues" will not have been identified or dealt with at the local level with before projects are forwarded to Metro for funding or other action because they are associated with project development rather than programming or planning. The requirement in Section 4 for local jurisdictions to resolve local issues during the local planning and programming process, prior to the time projects are forwarded to Metro should be omitted (Washington Co.).

TPAC recommendation on Comment 12: Disagree; the basic goal of the public involvement policy for local jurisdictions submitting projects to Metro for regional funding or other action is to ensure the integrity of local planning and programming decisions regarding projects. Metro expects that local issues identified and raised during the adoption of local plans and programs will be resolved at the local level, so discussion at the regional level can focus on regional issues. Local issues regarding project development (e.g. final design and engineering) are not covered by this policy.

## **Compliance and dispute resolution**

13. Comment: Compliance and dispute resolution, change last sentence on page 4, third paragraph, so it does not infer that Metro may directly undertake additional pi activities for local plans, programs and projects (Washington Co.)

TPAC recommendation on Comment 13: Agree; revise text as follows,

"If the spirit of the guidelines contained in this policy have not been met, an agency may be required to conduct additional public involvement activities to ensure there has been adequate public review."

### **Effective Date**

14. Comment: The document should clarify when the new procedures will be applicable and whether they will be applicable to projects, plans, or programs that are already underway, such as projects in the "Construction Section" or "Development Section" of the Metropolitan Transportation Improvement Program (ODOT)?

TPAC recommendation on Comment 14: Disagree; the policy will become effective upon adoption and will relate to any future actions on plans or programs. As projects move from the Development Section to the Construction Section of the Metropolitan Transportation Improvement Program (MTIP) a new MTIP action is required and the policy will apply. Section 5. C. Effective Date of Policy specifies that the current and upcoming plans and programs that will be required to comply with the policy.

### **Corrections**

15. Comment: The second paragraph of Section 4. Relation of this Policy to Local Public Involvement Processes should be the first paragraph of Section 5. Compliance (Metro).

TPAC recommendation on Comment 15: Agree; revise as proposed.

16. Comment: Page 9 makes reference to Figure 2, but Figure 2 is not labeled in the regional policy (Washington Co.).

TPAC recommendation on Comment 16: Agree; the second figure in Appendix A should be revised to include the label Figure 2.

### **Comments on Local Public Involvement Policy**

17. Comment: Clarify the local jurisdictions that are covered by the Local Policy, are Tri-Met and the Port of Portland expected to comply with policy (City of Portland)?

TPAC recommendation on Comment 17: Agree; the first paragraph of Section 1. Introduction should be revised to read,

"This document describes Metro's public involvement policy for local jurisdictions or other public agencies submitting projects to Metro for regional funding or other action. Public agencies expected to comply with the policy include but are not limited to state, regional, county, and city government agencies, as well as Tri-Met, and the Port of Portland. This policy provides local jurisdictions with flexibility in designing their public involvement programs and in selecting techniques for soliciting and considering public comment."

### **Certification of Local Public Process**

18. Comment: Clarify the mailing lists being referred to in Section 3.D. number 3 and the rationale for singling out mailing lists from the other types of documentation suggested by the Local Public Involvement Checklist in Appendix A (Washington Co.).

TPAC recommendation on Comment 18: Agree, revise Section 3.D. number 3 to read,

"Make available, if needed, mailing lists, used for local plan or program development, for use by Metro during its review of the local plan, program or project.

19. Comment: Clarify the rationale for singling out mailing lists in Section 3.D. number 3 from the other types of documentation suggested by the Local Public Involvement Checklist in Appendix A (Washington Co.).

TPAC recommendation on Comment 19: Local jurisdictions may be required, as a part of the certification of local process, to provide Metro with mailing lists used during local plan or program development. The mailing lists may be needed to resolve disputes related to agency compliance with Public Involvement Policy or for regional public involvement activities related to projects in local plans or programs.

20. Comment: Clarify the function of County Coordinating Committees in the public involvement process, can they be used to define the best mix of projects from local plans and programs that are submitted to Metro for regional funding or other action (Washington Co.).

TPAC recommendation on Comment 20: Agree; the County Coordinating Policy Committees can provide a good clearinghouse for prioritizing local projects, however the decision to forward a package of projects to Metro for regional funding or other action is a major decision point that requires involvement of the public. Staff suggests working with the counties to develop a process for this.

21. Comment: The public hearing requirement for projects forwarded to Metro that are not in a local plan or program should allow a member of the decision making body to convene a public hearing rather than requiring the entire decision making body to hold the hearing (City of Portland).

TPAC recommendation on Comment 21: Agree; the third sentence in the last paragraph related of Section 3. D. should be amended to read,

"The public hearing should be held by whatever council, commission or committee is making the decision or member(s) of the decision making body."

## **Dispute Resolution**

22. Comment: Clarify when disputes are expected to arise. Once plan or program has been certified by Metro as conforming with this policy it should not be continually exposed to disputes or challenges (Washington Co.).

TPAC recommendation on Comment 22: Agree; the appropriate time for disputes to arise would be in the public comment and review period leading up to a decision point. The first sentence of the second paragraph in Section 4. B. Dispute Resolution Process should be amended as follows,

"Questions of adequacy of compliance with this policy should be raised during the initial public review and comment period which occurs prior to public meetings, hearings, or major decision points and should first be addressed to Metro's planning director."

## **Effective Date of Policy**

23. Comment: What is the effect of the policy on projects submitted to Metro from current plans and programs that have not been developed under this policy? Can local plans/programs be retroactively demonstrated to be in compliance with these policies or grandfathered in? Suggest that local plans and programs be subject to the policy during their next update cycle (Washington Co.).

TPAC recommendation on Comment 23: Generally agree; the policy does not require that all plans and programs be immediately brought into compliance. Local plans/programs can be retroactively

demonstrated to be in compliance with the policy by using the Local Public Involvement Checklist in Appendix A and requesting certification of compliance by Metro. However, additional public involvement activities may be necessary to reaffirm the choices that were made when the plan or program was initially developed. Plans and programs that are being developed at the time the policy is adopted must comply with the policy. The following should be added to the end of Section 4. C. Effective Date of Policy,

“Local Transportation System Plans currently being developed regionwide will be subject to these policies, as will projects submitted to Metro in the next funding cycle. Existing plans, programs, and projects can be demonstrated to be compliance by requesting certification of compliance by Metro. However, additional public involvement activities may be necessary based on the amount of time that has lapsed since public involvement was conducted for the plan, program or project.”


## Corrections

24. Comment: Section headings and some text on pages 6, 7, 8 and 9 appear to be out of order (Washington Co.)

TPAC recommendation on Comment 24: Agree; the first paragraph of Section 3. Public Involvement Procedures should be moved to the end of Section 2. Scope of Policy. The headings for Section 2 and Section 3 on pages 8 and 9 respectively should be deleted.



July 10, 1995

To: Pamela Peck, Associate Public Involvement Planner  
From: Blair Crumpacker, Senior Planner   
Subject: PUBLIC INVOLVEMENT POLICY

A recap of the few issues we discussed earlier today follows. (The references are to Metro staff's Comment Summary and Response (Metro Resolution 95-2174; Exhibit C; 6/22/95 draft):

Re: Comment 11:

The distinction between regional and local issues needs to be spelled out more specifically on page 16 of the Regional Public Involvement Policy. Leaving the distinction as general as it is will lead to confusion. At the very least, this section should make it clear that all local project development decisions are local project issues and not covered by this policy.

The following changes to the last sentence in first paragraph of section 4 of the Regional Policy would make the distinctions clearer:

"Metro expects that local jurisdictions will resolve local planning and programming issues during local planning and programming processes, prior to the time projects are forwarded to Metro. Project development decisions from preliminary engineering (including the evaluation of alignment alternatives) through construction are local project issues and not covered by this policy."

Re: Comment 19: Agree that we need to clarify how Coordinating Committees fit into the process, but we need to be careful not to create a more cumbersome transportation decision-making process unless there are clear and substantial public benefits. We would be pleased to continue these discussions.

Re: Comments 13 and 22: (Metro staff are revising this section, so the following may be moot.)

When and how the policy becomes effective is still a bit uncertain. I understand

that Metro staff is reworking these provisions at TPAC's request. Per our earlier comments, it would be cleanest to simply make this policy applicable to plans and programs at their next update. Given that this may be a way off in some cases, provision might also be made for a local government to retroactively demonstrate that it's plan or program development process complied with this policy.

I would suggest omitting the last sentence in Metro's proposed amendment language (or not including this concept in any revised language), however. It's the one stating that "... additional public involvement activities may be necessary based on the amount of time that has lapsed since public involvement was conducted for the plan, program or project." The sentence is unclear and ambiguous. If a plan is out of date, it should be updated and through this process would already fall under this policy. This sentence suggests a circumstance in which a plan or program is old but not out of date, or at least not being updated. What is the purpose of the public involvement in these circumstances?

Thanks for the opportunity to elaborate on our earlier discussion.

cc. Mark Brown

doc: rogerspl.met



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21. Comment: The public hearing requirement for projects forwarded to Metro that are not in a local plan or program should allow a member of the decision making body to convene a public hearing rather than requiring the entire decision making body to hold the hearing (City of Portland).

JPACT recommendation on Comment 21: Agree; the third sentence in the last paragraph related of Section 3. D. should be amended to read,

"The public hearing should be held by whatever council, commission or committee is making the decision or member(s) of the decision making body."

### **Dispute Resolution**

22. Comment: Clarify when disputes are expected to arise. Once plan or program has been certified by Metro as conforming with this policy it should not be continually exposed to disputes or challenges (Washington Co.).

JPACT recommendation on Comment 22: Agree; the appropriate time for disputes to arise would be in the public comment and review period leading up to a decision point. The first sentence of the second paragraph in Section 4. B. Dispute Resolution Process should be amended as follows,

"Questions of adequacy of compliance with this policy should be raised during the initial public review and comment period which occurs prior to public meetings, hearings, or major decision points and should first be addressed to Metro's planning director."

### **Effective Date of Policy**

23. Comment: What is the effect of the policy on projects submitted to Metro from current plans and programs that have not been developed under this policy? Can local plans/programs be retroactively demonstrated to be in compliance with these policies or grandfathered in? Suggest that local plans and programs be subject to the policy during their next update cycle (Washington Co.).

JPACT recommendation on Comment 23: Generally agree; the policy does not require that all plans and programs be immediately brought into compliance. Local plans/programs can be retroactively

demonstrated to be in compliance with the policy by using the Local Public Involvement Checklist in Appendix A and requesting certification of compliance by Metro. However, additional public involvement activities may be necessary to reaffirm the choices that were made when the plan or program was initially developed. Plans and programs that are being developed at the time the policy is adopted must comply with the policy. The following should be added to the end of Section 4. C. Effective Date of Policy,

“Local Transportation System Plans currently being developed regionwide will be subject to these policies, as will projects submitted to Metro in the next funding cycle. Existing plans, programs, and projects can be demonstrated to be compliance by requesting certification of compliance by Metro. However, additional public involvement activities may be necessary based on the amount of time that has lapsed since public involvement was conducted for the plan, program or project.”


## **Corrections**

24. Comment: Section headings and some text on pages 6, 7, 8 and 9 appear to be out of order (Washington Co.)

JPACT recommendation on Comment 24: Agree; the first paragraph of Section 3. Public Involvement Procedures should be moved to the end of Section 2. Scope of Policy. The headings for Section 2 and Section 3 on pages 8 and 9 respectively should be deleted.



July 10, 1995

To: Pamela Peck, Associate Public Involvement Planner  
From: Blair Crumpacker, Senior Planner   
Subject: PUBLIC INVOLVEMENT POLICY

A recap of the few issues we discussed earlier today follows. (The references are to Metro staff's Comment Summary and Response (Metro Resolution 95-2174; Exhibit C; 6/22/95 draft):

Re: Comment 11:

The distinction between regional and local issues needs to be spelled out more specifically on page 16 of the Regional Public Involvement Policy. Leaving the distinction as general as it is will lead to confusion. At the very least, this section should make it clear that all local project development decisions are local project issues and not covered by this policy.

The following changes to the last sentence in first paragraph of section 4 of the Regional Policy would make the distinctions clearer:

"Metro expects that local jurisdictions will resolve local ~~planning and programming~~ issues during local planning and programming processes, prior to the time projects are forwarded to Metro. ~~Project development decisions from preliminary engineering (including the evaluation of alignment alternatives) through construction~~ are local project issues and not covered by this policy."

Re: Comment 19: Agree that we need to clarify how Coordinating Committees fit into the process, but we need to be careful not to create a more cumbersome transportation decision-making process unless there are clear and substantial public benefits. We would be pleased to continue these discussions.

Re: Comments 13 and 22: (Metro staff are revising this section, so the following may be moot.)

When and how the policy becomes effective is still a bit uncertain. I understand

that Metro staff is reworking these provisions at TPAC's request. Per our earlier comments, it would be cleanest to simply make this policy applicable to plans and programs at their next update. Given that this may be a way off in some cases, provision might also be made for a local government to retroactively demonstrate that it's plan or program development process complied with this policy.

I would suggest omitting the last sentence in Metro's proposed amendment language (or not including this concept in any revised language), however. It's the one stating that "... additional public involvement activities may be necessary based on the amount of time that has lapsed since public involvement was conducted for the plan, program or project." The sentence is unclear and ambiguous. If a plan is out of date, it should be updated and through this process would already fall under this policy. This sentence suggests a circumstance in which a plan or program is old but not out of date, or at least not being updated. What is the purpose of the public involvement in these circumstances?

Thanks for the opportunity to elaborate on our earlier discussion.

cc. Mark Brown

doc: rogerspl.met



## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 95-2176 FOR THE PURPOSE OF AMENDING THE FY 95 TRANSPORTATION IMPROVEMENT PROGRAM TO ALLOCATE \$27 MILLION OF REGION 2040 IMPLEMENTATION FUNDS

Date: June 22, 1995

Presented by: Andrew Cotugno

### PROPOSED ACTION

Adoption of the Metro/ODOT staff recommendation shown in Exhibit A of the resolution would result in amendment of the FY 1995 Metro TIP to allocate \$27,201,000 of State and Regional STP funds to fund projects selected from the 2040 Implementation Program process. This would allocate all currently projected federal funding to specific projects and programs. Funding for additional projects would not be available until the region makes a determination of new federal funding that may be considered reasonably available in FY 98 and beyond. This amendment and other recent TIP actions will be consolidated into an updated FY 96 MTIP later this year.

Alternatives to the staff recommendation that TPAC suggested would be appropriate to consider include the following:

1. If alternative projects are considered for funding, it is recommended that those identified as "Next Priority" be the focus of attention.
2. Funding could be traded from two fully-funded recommended projects for partial funding of two "Next Priority" projects:
  - a. \$250,000 NE Columbia Boulevard Improvements to N. Lombard Railroad overcrossing (PE); and
  - b. \$205,000 from Springwater Corridor Access to Gresham Civic Neighborhood LRT Station (PE) because funding of the LRT station would secure the dual regional objective of Tri-Met funding for the Millikan Way station area project in Washington County.
3. Establish the key objective of the TOD Revolving Fund to be the revolving character of potential projects. Thus loans could be provided for capital improvements or land acquisition and subsequent resale and development.

### FACTUAL BACKGROUND AND ANALYSIS

In January of this year, Metro initiated the \$27.19 million Region 2040 Implementation program project selection process. The highlights of the selection process to date are summarized in Attachment 1. Briefly, Metro spent several months developing and adopting a set of multi-modal technical and administrative project selection criteria. The intent of the criteria was to select transportation projects which would support implementation of the

2040 Growth Concept approved by the Metro Council last December. Metro then solicited project nominations from its regional partners and also directly nominated a number of projects. This solicitation resulted in an initial project list of approximately \$150 million.

In May, the Metro Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council approved allocation of \$1.029 million of the funds to support Metro's FY 95-96 planning needs (Metro Resolution No. 95-2139A). This resolution also agreed upon a "short list" of approximately \$52 million of projects and directed staff to further evaluate this list to develop a recommendation within the available funds. The residual STP funds (\$26.17 million) and approximately \$1.12 million of old FAU and CMAQ funds left a balance of \$27.201 million available for projects.

The Metro Transportation Policy Alternatives Committee (TPAC) met throughout June to comply with JPACT's direction. On June 16, TPAC approved a staff-recommended formula for determining both jurisdictional funding targets -- which assure geographic equity of funding allocations -- and a regional funding target -- which assures implementation of projects of high regional benefit despite geographic considerations. These targets were approved by TPAC as a guide to staff and are not intended to limit the discretion of JPACT or the Metro Council. The recommended targets are as follows:

Jurisdiction	Range Considered (millions)
Clackamas County . . . . .	\$4.057 - \$ 5.569
City of Portland . . . . .	\$4.375 - \$ 5.489
E. Multnomah County. . . . .	\$2.307 - \$ 2.625
Washington County. . . . .	\$3.739 - \$ 4.296
Regional . . . . .	\$11.000 - \$11.600

In essence, the formula recognizes that the total amount of currently available funds is composed of four different types of funds. Approximately \$10 million is Regional STP funds. These funds have in the past been allocated on a 75/25 percent local/regional basis. Approximately \$16 million of the funds are State STP dollars for which there has never been an agreed distribution formula. TPAC approved allocation of these funds on a 50/50 basis. Approximately \$207,000 of residual CMAQ funds are included. These funds have historically been allocated on a 100 percent regional basis. Finally, a previous allocation of \$833,000 of old FAU funds has never been obligated. They were originally allocated as a regional priority. The regional target range of \$11.0-11.6 million is reflective of this resource being treated as either a 100 percent regional fund or on a 75/25 basis.

The approved formula splits the available funds along the percentages described above. Incorporation of the \$833,000 of old FAU funds creates two outcomes depending on whether the funds are treated as 100 percent or only 25 percent regional. This

difference creates a range of \$11.0-11.6 million available for regional priority projects and a range of \$15.6-16.2 million available for allocation to the jurisdictions.

The split of the regional share between jurisdictions is determined by allocation of 50 percent of the funds according to each jurisdiction's proportion of population and employment and 50 percent according to the proportion of regional lane miles of collectors and arterials occurring within each jurisdiction. To provide a range within otherwise hard funding targets, the demographic and road data were calculated for 1990 and 2040. Finally, the difference between the presence and absence of the old FAU funds is averaged to produce the single set of recommended targets. The ranges thus represent a floor and a ceiling for each jurisdiction. At the same time though, not all jurisdictions can receive their "ceiling" since this would exceed the total funds available.

TPAC also provided guidance to staff regarding modal targets. (See Attachment 2 for a modally-based breakdown of the staff recommendation.) Per the direction contained in prior resolutions creating the 2040 Implementation Reserve, alternative modes are to receive no less than \$7.19 million of the full account. Additionally, only alternative modes are eligible to receive the \$207,000 of residual CMAQ funds. Eligible projects include bicycle and pedestrian construction projects, transit-oriented development projects and programs, up to \$1 million of intermodal projects (excluding CMAQ funds) and transportation system management projects. Additionally, TPAC directed that transit projects are eligible to compete for the balance of the \$27 million allocation (including the CMAQ funds). Finally, all modes must receive some funding. (See Attachment 3 for an analysis of past funding allocations by fund type, mode and jurisdiction.)

Upon approval of these regional and geographic targets, Metro and ODOT staff met with representatives of each jurisdiction to ascertain project priorities. Metro and ODOT staff then developed this final recommendation within the total of funds available.

#### TPAC ACTION

As described above, TPAC approved a set of alternatives to the staff recommendation for JPACT consideration. Additionally, TPAC considered and defeated a motion (5-6) to transfer the Gresham Civic Neighborhood LRT Station project to the Regional project list.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 95-2176.

## **FY 1996 Metropolitan Transportation Improvement Program \$27 Million Regional Reserve – Region 2040 Implementation Fund**

### **Process Chronology**

#### **November of 1994**

- local jurisdictions informed of spring allocation of \$27 million MTIP regional reserve for 2040 implementation

#### **January of 1995**

- January 28 – Transportation Fair held
  - public informed about the FY '96 MTIP and asked to comment on proposed ranking criteria and to provide ideas for projects
  - projects ideas provided by the public are passed on to local jurisdictions

#### **February of 1995**

- February 17 – formal solicitation notice sent to local jurisdictions, with projects due March 16

#### **March of 1995**

- March 9 – JPACT approves technical and administrative criteria and extends local jurisdiction project submittal deadline to March 20
- March 20 – projects due, projects totaling more than \$146 million are submitted to Metro

#### **April of 1995**

- April 13 – JPACT briefed on solicitation results and preliminary results of technical analysis
- April 17, 18, and 19 – Priorities '95 meetings are held throughout region to receive comment on MTIP projects and their initial ranking
- April 28 – TPAC recommends short list of projects totaling \$ 53 million

#### **May of 1995**

- May 4 – Public Hearing before Metro Council
- May 18 – JPACT adopts short list of projects
- May 25 – Metro Council adopts short list of projects

**June of 1995**

- June 8 – JPACT meeting, discussion of empowering TPAC to make initial recommendations on geographic and modal targets
- June 9 – TPAC special meeting to correct technical scoring and begin discussion of geographic and modal targets
- June 13 – Metro Council Transportation Committee briefed
- June 16 – TPAC special meeting to finalize administrative and technical factors, as well as geographic and modal targets
- June 21 – ODOT and Metro Staff Recommendation available for public review and comment
- June 28 – Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) Public hearing
- June 30 – TPAC final recommendation to JPACT on \$27 million allocation

**July of 1995**

- July 13 – JPACT makes final allocation recommendation to Metro Council
- July 27 – Metro Council considers adoption of final allocation recommendation

REGION 2040 IMPLEMENTATION PROGRAM					
Recommended Allocation By Mode					
Mode	Request	Recommended	Jurisdiction	Category Rank	Technical Score
<b>Studies</b>					
<b>Recommended Projects</b>					
Metro Planning	0.525	0.525	Metro	n/a	n/a
Commodity Flow Analysis	0.225	0.225	Metro/Port	n/a	n/a
Technical Assistance	0.075	0.075	Metro	n/a	n/a
I-5/217/Kruse Way Study	0.06	0.02	ODOT	n/a	n/a
<b>Total</b>	<b>0.885</b>	<b>0.845</b>			
<b>Not Recommended</b>					
Westside Station Area Planning	0.209	0.000	Metro	NA	NA
Clackamette Cove Study	0.060	0.000	Clack. Co.	NA	NA
Cornelius/TV Hwy. Study	0.060	0.000	Wash Co.	NA	NA
<b>Total</b>	<b>0.329</b>	<b>0.000</b>			
<b>Transit Oriented Development</b>					
<b>Recommended Projects</b>					
Metro TOD Revolving Fund	4.500	3.000	Metro	1/7	88
Lovejoy Ramp Replacement (PE)	1.054	1.054	Portland	2/7	85
Civic Neighborhood North/South Collector	1.844	1.844	Gresham	3/7	68
Mill Street/Henry Avenue Improvements (PE & ROW)	1.741	0.810	Beaverton	4/7	68
<b>Total</b>	<b>9.139</b>	<b>6.708</b>			
<b>Next Priority</b>					
Broadway/Weidler Transit Oriented Development	2.500	0.000	Portland	6/7	56
Hillsboro Garage Ground Floor Retail	1.000	0.000	Wash. Co.	7/7	43
<b>Total</b>	<b>3.500</b>	<b>0.000</b>			
<b>Other Short List. Not Recc.</b>					
Beaverton Creek TOD	2.221	0.000	Wash Co.	5/7	63
<b>Total</b>	<b>2.221</b>	<b>0.000</b>			
<b>Transit</b>					
<b>Recommended Projects</b>					
Tri-Met Transit Task Force	0.320	0.320	Tri-Met	NA	NA
<b>Total</b>	<b>0.320</b>	<b>0.320</b>			
<b>Next Priority</b>					
Civic Neighborhood LRT Station	1.350	0.000	Tri-Met	1/1	100
<b>Total</b>	<b>1.350</b>	<b>0.000</b>			
<b>Road Reconstruction</b>					
<b>Recommended Projects</b>					
Front Avenue Reconstruction/Bike Lane	2.369	2.369	Portland	1/3	85
Hawthorne Bridge Deck	5.159	3.125	Portland	2/3	75
<b>Total</b>	<b>7.528</b>	<b>5.494</b>			
<b>Other Short List Not Recc.</b>					
Kruse Way Reconstruction	1.200	0.000	Clack. Co.	3/3	61
<b>Total</b>	<b>1.200</b>	<b>0.000</b>			
<b>Road Expansion</b>					
<b>Recommended Projects</b>					
Sunnyside Road Widening (Sunnybrook/122nd)	5.000	5.000	Clack. Co.	1/17	92
Greenburg Road at Hwy. 217 Intersection Improvement	0.359	0.359	Wash. Co.	2/17	90
Ramp Meter Infill: I-5/I-84 (6 locations)	0.449	0.449	ODOT	3/17	90
99W/Tualatin Rd Intersection Realignment (Ph 1)	4.486	3.000	Wash. Co.	5/17	88
Ramp Meter Infill: Front/SB I-5	0.090	0.090	ODOT	6/17	90
238th & Halsey Intersection Improvement	0.377	0.377	Mult. Co.	8/17	83
Murray S. Signal Interconnection/Optimization	0.031	0.031	Wash. Co.	9/17	78
<b>Total</b>	<b>10.792</b>	<b>9.306</b>			
<b>Next Priority</b>					
Johnson Creek Blvd. Ph. 2 - Clack. Co. Share	0.568	0.000	Clack. Co.	11/17	78
Johnson Creek Blvd. Ph. 2 (City of Portland Share)	0.265	0.000	Portland	11/17	78
Water Avenue Extension	1.600	0.000	Portland	13/17	71
Foster Road Improvement (at Jenne and 162nd)	0.600	0.000	Mult. Co.	17/17	63
<b>Total</b>	<b>3.033</b>	<b>0.000</b>			

REGION 2040 IMPLEMENTATION PROGRAM					
Recommended Allocation By Mode					
Mode	Request	Recommended	Jurisdiction	Category Rank	Technical Score
<b>Not Recommended</b>					
Barnes Rd. Signal Interconnect	0.018	0.000	Wash. Co	4/17	88
Murray Blvd. N. Signal Interconnect/Optimization	0.009	0.000	Wash. Co.	10/17	78
Scholls Ferry Rd Signal Interconnect/Optimization	0.031	0.000	Wash. Co	12/17	71
<b>ODOT ATMS Arterial Signal Optimization:</b>					
Sandy Blvd. (11th - 82nd)	0.167	0.000	ODOT	14/17	69
Powell Blvd. (7th - 92nd)	0.050	0.000	ODOT	16/17	63
TV Hwy. (Beaverton - Hillsboro)	0.250	0.000	ODOT	15/17	84
Division Street (60th - 257th)	0.186	0.000	ODOT	7/17	84
<b>Total</b>	<b>0.711</b>	<b>0.000</b>			
<b>Freight</b>					
<b>Recommended Projects</b>					
Columbia/Burgard Intersection	0.887	0.887	Port/Portland	1/4	85
Albina Railroad Overcrossing (PE)	0.600	0.600	Portland	2/4	81
NE Columbia Blvd. Improvements	0.250	0.250	Port/Portland	4/4	75
<b>Total</b>	<b>1.737</b>	<b>1.737</b>			
<b>Not Recommended</b>					
N. Lombard Railroad Overcrossing (PE)	0.897	0.000	Port/Portland	3/4	78
<b>Total</b>	<b>0.897</b>	<b>0.000</b>			
<b>Pedestrian</b>					
Woodstock Pedestrian Improvement	0.200	0.200	Portland	1/6	90
Hillsdale Pedestrian Improvements (Ph. 1)	0.520	0.520	Portland	2/6	85
Pacific Avenue Pedestrian Improvement (Forest Grov	0.090	0.090	Forest Grove	3/6	83
Springwater Corridor Access (at 190th)	0.205	0.205	Gresham	6/6	70
<b>Total</b>	<b>1.015</b>	<b>1.015</b>			
<b>Next Priority</b>					
A Avenue Pedestrian Path (Lake Oswego)	0.007	0.000	Lake Oswego	5/6	73
<b>Total</b>	<b>0.007</b>	<b>0.000</b>			
<b>Other Short List Proj. Not Recc.</b>					
Cully Blvd Pedestrian Improvements	1.680	0.000	Portland	4/6	73
<b>Total</b>	<b>1.680</b>	<b>0.000</b>			
<b>Transportation Demand Mgmt.</b>					
<b>Recommended Projects</b>					
Tri-Met Regional TDM Program	0.718	0.359	Tri-Met	1/7	88
<b>Total</b>	<b>0.718</b>	<b>0.359</b>			
<b>Next Priority</b>					
Swan Island Transportation Management Asso.	0.150	0.000	Portland	4/7	70
Gresham Transportation Management Asso.	0.283	0.000	Tri-Met	5/7	58
<b>Total</b>	<b>0.433</b>	<b>0.000</b>			
<b>Other Short List Not Recc.</b>					
Central City Transportation Management Asso.	0.300	0.000	Portland	2/7	85
Oregon City Transportation Management Asso.	0.140	0.000	Oregon City	3/7	70
Hillsboro Transportation Management Assoc.	0.283	0.000	Tri-Met	6/7	58
Milwaukie Transportation Management Asso.	0.283	0.000	Tri-Met	7/7	58
<b>Total</b>	<b>1.006</b>	<b>0.000</b>			
<b>Bicycle</b>					
<b>Recommended Projects</b>					
Barbur Bike Lanes	1.440	1.440	ODOT	2/4	88
<b>Total</b>	<b>1.440</b>	<b>1.440</b>			
<b>Next Priority</b>					
Walker Road Bike Lane	0.296	0.000	Wash. Co.	3/4	83
<b>Total</b>	<b>0.296</b>	<b>0.000</b>			
<b>Other Short List Not Recc.</b>					
Hawthorne Bike Lanes	1.560	0.000	Mult. Co.	1/4	100
Gateway Bike Access Improvements	0.132	0.000	Portland	4/4	83
Hollywood Bike Access Improvements	0.368	0.000	Portland	4/4	83
<b>Total</b>	<b>2.060</b>	<b>0.000</b>			

### ATTACHMENT 3: ANALYSIS OF PAST FUNDING ALLOCATIONS

	BIKE	PED	RECON- STRUCT	ROAD EX	FREIGHT	TOD	TDM	LRT TRANSIT	OTHER TRANSIT	STUDY	TOTAL	% of Total	% of Geo- Graphic
<b>REGIONAL STP</b>													
COP			2.67	1.70						0.23	4.60	10%	37%
E. MULT				4.36							4.36	9%	35%
CLACK CO				0.69						0.72	1.41	3%	11%
WASH CO				2.12							2.12	4%	17%
REGIONAL		0.25						22.00	9.00	3.62	34.87	74%	
<b>SUBTOTAL</b>	<b>0.00</b>	<b>0.25</b>	<b>2.67</b>	<b>8.86</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>22.00</b>	<b>9.00</b>	<b>4.57</b>	<b>47.35</b>	<b>100%</b>	<b>100%</b>
<b>CONGESTION MITIGATION/AIR QUALITY</b>													
COP	0.86	3.60		0.10		3.48	0.07				8.12	32%	71%
E. MULT	0.06	1.06		0.30							1.43	6%	12%
CLACK CO	0.48								0.52		1.00	4%	9%
WASH CO	0.69	0.20									0.89	3%	8%
REGIONAL	0.32	0.47			1.00		2.89		9.62		14.30	56%	
<b>SUBTOTAL</b>	<b>2.42</b>	<b>5.33</b>	<b>0.00</b>	<b>0.40</b>	<b>1.00</b>	<b>3.48</b>	<b>2.96</b>	<b>0.00</b>	<b>10.14</b>	<b>0.00</b>	<b>25.74</b>	<b>100%</b>	<b>100%</b>
<b>TRANSPORTATION ENHANCEMENT</b>													
COP	3.75										3.75	64%	64%
E. MULT	0.08										0.08	1%	1%
CLACK CO	0.12								0.80		0.92	16%	16%
WASH CO	0.78	0.31									1.09	19%	19%
REGIONAL			0.05								0.05	1%	
<b>SUBTOTAL</b>	<b>4.73</b>	<b>0.31</b>	<b>0.05</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.80</b>	<b>0.00</b>	<b>5.89</b>	<b>100%</b>	<b>100%</b>
<b>STATE PROGRAM</b>													
COP	1.50	1.80		4.41	0.44				0.96		9.11	4%	10%
E. MULT				22.00							22.00	9%	23%
CLACK CO	0.44			29.41							29.85	13%	32%
WASH CO	0.63			33.06							33.69	14%	36%
REGIONAL				78.23	14.00			22.00	27.00		141.23	60%	
<b>SUBTOTAL</b>	<b>2.57</b>	<b>1.80</b>	<b>0.00</b>	<b>167.11</b>	<b>14.44</b>	<b>0.00</b>	<b>0.00</b>	<b>22.00</b>	<b>27.96</b>	<b>0.00</b>	<b>235.88</b>	<b>100%</b>	<b>100%</b>
<b>TOTAL</b>	<b>9.72</b>	<b>7.69</b>	<b>2.72</b>	<b>176.37</b>	<b>15.44</b>	<b>3.48</b>	<b>2.96</b>	<b>44.00</b>	<b>47.90</b>	<b>4.57</b>	<b>314.86</b>		
Pecernt of Total	3%	2%	1%	56%	4.9%	1%	1%	14%	15%	1%	100%		



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING	)	RESOLUTION NO. 95-2176
THE FY 95 TRANSPORTATION	)	
IMPROVEMENT PROGRAM TO ALLOCATE)		Introduced by
\$27 MILLION OF REGION 2040	)	Rod Monroe, Chair
IMPLEMENTATION FUNDS	)	JPACT

WHEREAS, Metro and ODOT jointly agreed to creation of a \$27.19 million Region 2040 and Alternative Mode Reserve account during the last update of the Metro and ODOT Transportation Improvement Programs (MTIP and STIP) funded with both regional and state STP reserve funds; and

WHEREAS, Metro and ODOT have identified \$4.2 million of miscellaneous additional transportation funds, including some program funds never allocated to specific projects and some project funds never obligated; and

WHEREAS, Metro solicited its regional partners for bicycle, pedestrian, freight, transit, road expansion and preservation, transportation demand management, and transit-oriented development project nominations selected from previously approved local plans and programs that reflect support of the Region 2040 land use goals and objectives approved by Metro Council in December 1994; and

WHEREAS, Approximately \$150 million of such project nominations were received; and

WHEREAS, Metro staff applied technical and administrative multi-modal ranking criteria to prioritize these nominated projects; and

WHEREAS, Metro sponsored a Transportation Fair in January, four public meetings held throughout the region in April, and

public hearings in May and June; and has held numerous advertised meetings of TPAC, JPACT and the Metro Council in between during which these funds, the project nominations and the ranking process have been discussed and been the subject of public testimony;

WHEREAS, The Metro Council and JPACT previously allocated \$1.026 million to various planning activities, \$3.2 million for Highway 43 "MACS" projects, and identified a \$53 million "short list" of projects for further consideration; and

WHEREAS, An approximate \$27 million list was developed from the short list based on technical and administrative considerations and on JPACT/Metro Council direction to provide modal and geographic balance to the degree possible; now, therefore,

BE IT RESOLVED:

1. That the FY 1995 Metro TIP adopted by Resolution No. 94-1964 be amended to allocate \$27.224 million to the list of projects identified as "recommended" in Exhibit A.
2. That this and other amendments to the FY 95 MTIP be consolidated into an FY 96 MTIP.
3. That final approval of the recommended projects is contingent upon a determination of conformity consistent with federal and state air quality regulations.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_,  
1995.

J. Ruth McFarland, Presiding Officer

**EXHIBIT A  
SUMMARY OF 2040 IMPLEMENTATION FUND RECOMMENDATION**

<b>Funds Available</b>		<b>Metro/ODOT Staff Recommendation</b>		
State & Reg. STP	\$27,190,000			
Old FAU Funds	\$833,000	<i>Jurisdiction</i>	<i>Recom'nd Amount</i>	<i>Range Considered (millions)</i>
Residual CMAQ	\$207,000			
<b>Subtotal</b>	<b>\$28,230,000</b>	Clackamas Co.	5.000	\$4.057 - \$5.569
Allocated	(\$1,029,000)	City of Portland	4.743	\$4.375 - \$5.489
Res. No. 95-2139A		E. Multnomah Co.	2.426	\$2.307 - \$2.625
<b>BALANCE</b>	<b>\$27,201,000</b>	Washington Co.	4.290	\$3.739 - \$4.296
		Regional	10.765	\$11.000 - \$11.600
		<b>TOTAL</b>	<b>27.224</b>	

**MODAL ALLOCATIONS**

	Bike	Ped	TOD	TDM	Road Re-Construct	Road Exp	Freight	Transit	Study	TOTAL
<b>Recommended</b>	1.440	1.015	6.708	0.359	5.494	9.306	1.737	0.320	0.845	<b>27.224</b>
<b>Next Priority</b>	0.296	0.000	5.000	0.433	2.034	3.033	0.000	1.350	0.060	<b>12.206</b>
<b>Not Recommended</b>	2.060	1.687	3.157	1.138	1.200	2.611	0.897	0.000	0.209	<b>12.959</b>
<b>TOTAL</b>	<b>3.796</b>	<b>2.702</b>	<b>14.865</b>	<b>1.930</b>	<b>8.728</b>	<b>14.950</b>	<b>2.634</b>	<b>1.670</b>	<b>1.114</b>	<b>52.389</b>

**KEY TO FOLLOWING TABLES:**

**Project Category:**

Road Exp = Road Expansion  
 Reconstruct = Roadway Reconstruction  
 Bike = Bicycle Project  
 Ped = Pedestrian Project  
 Transit = Transit projects (only one transit project was included on the short list)

TDM = Transportation Demand Management (including Transportation Management Associations, or TMAs)  
 TOD = Transit Oriented Development Projects and Programs  
 Freight = Freight and Intermodal (e.g. truck to rail) Projects  
 Study = Miscellaneous, unranked planning projects

**Category Rank =**

**Category Technical Score =**

The technical rank a project received relative to other projects in the same category (e.g., 1/16 = 1st ranked of 16 Road Expansion projects)

The technical score received by a project according to its specific mode criteria (e.g., a bike project score of 78" is only very roughly equivalent to a Road Expansion project score of "78".)

\*Supplemental technical data, beyond technical score, available from Metro upon request.

EXHIBIT A

REGION 2040 IMPLMNTATION PROGRAM  
REGIONAL ALLOCATION

Regional Share Target:  
\$11,000,000 - \$11,600,000

Recommended Projects	Request	Recom'nd	Project Category	Category Rank	Category Technical		Comments
					Score	Score	
Metro Planning	0.525	0.525	Study	NA	NA	NA	FY 97 funding
Commodity Flow Analysis	0.225	0.225	Study	NA	NA	NA	
Technical Assistance	0.075	0.075	Study	NA	NA	NA	
I-5/217/Kruse Way Study	0.060	0.020	Study	NA	NA	NA	Regional share of Study cost increase
Tri-Met Transit Task Force	0.320	0.320	Transit	NA	NA	NA	
Metro TOD Revolving Fund	4.500	3.000	TOD	1/7	88	88	
Tri-Met Regional TDM Program	0.718	0.359	TDM	1/7	88	88	FY 98 funding
Columbia/Burgard Intersection	0.887	0.887	Freight	1/4	85	85	PE may already be funded (net requirement of \$747,000)
NE Columbia Blvd Improvements	0.250	0.250	Freight	4/4	75	75	
Hawthorne Bridge Deck	5.159	3.125	Reconstruct	2/3	75	75	Phase 1: outer lanes only
Barbur Bike Lanes	1.440	1.440	Bike	3/4	88	88	#1 Hawthorne bike lanes need redeck first; #2 Walker Rd is local project
Ramp Meter Infill: I-5/I-84 (6 locations)	0.449	0.449	Road Exp	3/17	90	90	
Ramp Meter Infill: Front/SB I-5	0.090	0.090	Road Exp	6/17	85	85	
<b>Subtotal</b>	<b>14.698</b>	<b>10.765</b>					
<b>Next Priority</b>							
Hawthorne Bike Lanes	1.560	0.000	Bike	1/4	100	100	PE Phase of \$200,000 requires coord. with Bridge Redecking PE
N. Lombard Railroad Overcrossing (PE)	0.897	0.000	Freight	3/4	78	78	Full request
<b>Subtotal</b>	<b>2.457</b>	<b>0.000</b>					
<b>Not Recommended for 2040 Funding</b>							
ODOT ATMS Arterial Signal Optimization:			Road Exp				
Division Street (60th - 257th)	0.186	0.000		7/17	84	84	
Sandy Blvd (11th - 82nd)	0.167	0.000		14/17	69	69	
Powell Blvd (7th - 92nd)	0.050	0.000		16/17	63	63	
TV Hwy (Beaverton - Hillsboro)	0.250	0.000		15/17	84	84	
Westside Station Area Planning	0.209	0.000	Study	NA	NA	NA	Pursue TGM grant funding.
<b>Subtotal</b>	<b>0.862</b>	<b>0.000</b>					
<b>Grand Total</b>	<b>15.560</b>	<b>10.765</b>					

**EXHIBIT A**

**CLACKAMAS COUNTY**

*Target Range:*

**\$4,057,000 - \$5,569,000**

<b>Recommended Projects</b>	<b>Request'd Amount</b>	<b>Recm'nd Amount</b>	<b>Project Category</b>	<b>Category Rank</b>	<b>Category Technical Score</b>
Sunnyside Road Widening (Sunnybrook/122nd)	5.000	5.000	Road Exp	1/17	92
<b>Subtotal</b>	<b>5.000</b>	<b>5.000</b>			
<b>Next Priority</b>					
Johnson Creek Blvd Ph. 2 - Clack. Co. Share (\$568,000 of \$1.2 million full cost)	0.568	0.000	Road Exp	11/17	78
<b>Subtotal</b>	<b>0.568</b>	<b>0.000</b>			
<b>Other Short List Projects Not Recommended</b>					
Kruze Way Reconstruction	1.200	0.000	Reconstr'ct	3/3	61
Oregon City Transportation Management Asso.	0.140	0.000	TDM	3/7	70
Milwaukie Transportation Management Asso.	0.283	0.000	TDM	7/7	58
A Avenue Pedestrian Path (Lake Oswego)	0.007	0.000	Ped	5/6	73
Clackamette Cove Study	0.060	0.000	No rank; pursue TGM funding		
<b>Subtotal</b>	<b>1.690</b>	<b>0.000</b>			
<b>Grand Total</b>	<b>7.258</b>	<b>5.000</b>			

**CITY OF PORTLAND**

*Target Range:*

**\$4,375,000 - \$5,489,000**

**Recommended Projects**

Lovejoy Ramp Replacement (PE)	1.054	1.054	TOD	2/7	85
Hillsdale Pedestrian Improvements (Ph. 1)	0.520	0.520	Ped	2/6	85
Front Avenue Reconstruction/Bike Lane	2.369	2.369	Reconstruct	1/3	85
Woodstock Pedestrian Improvement	0.200	0.200	Ped	1/6	90
Albina Railroad Overcrossing (PE)	0.600	0.600	Freight	2/4	81
<b>Subtotal</b>	<b>4.743</b>	<b>4.743</b>			

**Next Priority**

Johnson Creek Blvd Ph. 2 (COP Share of \$1.2 million cost)	0.265	0.000	Road Exp	11/17	78
Water Avenue Extension (\$500,000 Ph. 1 identified)	1.600	0.000	Road Exp	13/17	71
Swan Island Transportation Management Asso. (full request)	0.150	0.000	TDM	4/7	70
Broadway/Weidler TOD (\$1 million Ph. 1 identified)	2.500	0.000	TOD	6/7	56
<b>Subtotal</b>	<b>4.515</b>	<b>0.000</b>			

**Other Short List Projects Not Recommended**

Central City Transportation Management Asso.	0.300	0.000	TDM	2/7	85
Gateway Bike Access Improvements	0.132	0.000	Bike	4/4	83
Hollywood Bike Access Improvements	0.368	0.000	Bike	4/4	83
City Blvd Pedestrian Improvements	1.680	0.000	Ped	4/6	73
<b>Subtotal</b>	<b>2.480</b>	<b>0.000</b>			
<b>Grand Total</b>	<b>11.738</b>	<b>4.743</b>			

## E. MULTNOMAH COUNTY/GRESHAM

Target Range:  
\$2,307,000 - \$2,625,000

Recommended Projects	Request'd Amount	Recm'nd Amount	Project Category	Category Rank	Category
					Technical Score
Civic Neighborhood North/South Collector	1.844	1.844	TOD	3/7	68
238th & Halsey Intersection Improvement	0.377	0.377	Road Exp	8/17	83
Springwater Corridor Access (at 190th)	0.205	0.205	Ped	6/6	70
<b>Subtotal</b>	<b>2.426</b>	<b>2.426</b>			
<b>Next Priority</b>					
Civic Neighborhood LRT Station (full request)	1.350	0.000	Transit	1/1	100
Gresham Transportation Management Asso. (full request)	0.283	0.000	TDM	5/7	58
Foster Road Improvement - Jenne & 162nd (full phase request)	0.600	0.000	Road Exp	17/17	63
<b>Subtotal</b>	<b>2.233</b>	<b>0.000</b>			
<b>Grand Total</b>	<b>4.659</b>	<b>2.426</b>			

## WASHINGTON COUNTY

Target Range:  
\$3,739,000 - \$4,296,000

Recommended Projects					
Greenburg Road at Hwy 217 Intersection Improvement	0.359	0.359	Road Exp	2/17	90
99W/Tualatin Rd Intersection Realignment (Ph 1)	4.486	3.000	Road Exp	5/17	88
Pacific Avenue Pedestrian Improvement (Forest Grove)	0.090	0.090	Ped	3/6	83
Murray S. Signal Interconnection/Optimization	0.031	0.031	Road Exp	9/17	78
Mill Street/Henry Avenue Improvements (PE & ROW)	1.741	0.810	TOD	4/7	68
<b>Subtotal</b>	<b>6.707</b>	<b>4.290</b>			
<b>Next Priority</b>					
Hillsboro Garage Ground Floor Retail (full request)	1.000	0.000	TOD	7/7	43
Walker Road Bike Lane (full request)	0.296	0.000	Bike	2/4	83
Cornelius/TV Hwy Study (full request)	0.060	0.000	Study; no rank; pursue TGM funding		
<b>Subtotal</b>	<b>1.356</b>	<b>0.000</b>			
<b>Other Short List Projects Not Recommended</b>					
Barnes Road Signal Interconnect	0.018	0.000	Road Exp	4/17	88
Scholls Ferry Rd Signal Interconnect/Optimization	0.031	0.000	Road Exp	12/17	71
Murray Blvd N. Signal Interconnect/Optimization	0.009	0.000	Road Exp	8/16	78
Beaverton Creek TOD	2.221	0.000	TOD	5/7	63
Hillsboro TMA	0.283	0.000	TDM	6/7	58
<b>Subtotal</b>	<b>2.544</b>	<b>0.000</b>			
<b>Grand Total</b>	<b>10.607</b>	<b>4.290</b>			