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# Metropolitan Service District

527 SW Hall Portland, Oregon 97201 503/221-1646

## Memorandum

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Date: April 9, 1980  
To: Joint Policy Advisory Committee on Transportation (JPACT)  
From: Staff  
Subject: "Interim 2": Population/Employment Forecasts -- Year 2000

The purpose of long-range forecasts is to give the region a platform on which to base long-range investment decisions, anticipate problems and needs and develop policies and strategies to deal with these.

These forecasts, by their very nature, can never be regarded as "correct" or "accurate" -- only adjectives such as "reasonable" or "desirable" or "policy consistent" can be used.

Such forecasts, being the basis of infrastructure investment decisions (roads, mass transit, telephones, sewer, water treatment plants, etc.), are important, primarily in obtaining consistency in investments. In a reverse approach, investment decisions can be used to affect the quantity and location of growth.

In this region the major forecasts of growth location over the past few years have been the Portland Vancouver Metropolitan Area Transportation Study (PVMATS) forecasts of the late 1960's, the Interim Transportation Plan (1975 -- to the year 1990), the water quality "208" forecasts (1976 -- to the year 2000) and a recent series of projections at Metro -- "Round 1," "Round 2," and Interim 1 for the Regional Transportation Plan (RTP).

This allocation of expected growth is "Interim 2" and follows directly on the heels of "Round 2" and "Interim 1," in a continuing attempt to obtain a regional consensus on an acceptable set of "reasonable" numbers, which can be used for future planning or as a jumping-off point in the development of a policy-based forecast.

PURPOSE: To set a reasonable forecast of growth and its location, based on existing plans, past trends and a set of fairly modest assumptions. This forecast to be used by ODOT and others in determining project justification until such time as this region changes its consensus. This set of forecasts will also be used as the base or "jumping-off point" in the Westside Transitway Alternatives Analysis.

It is possible, that during the development of the RTP, a better sense of policy direction for land use will become apparent. In this case, this forecast would serve as the "base" against which to evaluate the effects of alternate land use futures.

#### PROBLEMS

1. A stable and unchanging base is needed for the Westside Transitway evaluation, at least through the Environmental Impact Statement (EIS) phase.
2. A part of the Westside analysis will be to analyze the impacts of transit supportive land use changes. Any changes which are used as a part of the Westside EIS package will have to be reflected in changes to this base forecast and the RTP.
3. Clark County, while being appraised of this work, has been very short-staffed with a heavy workload and probably needs more coordination. The problem here is two-fold:
  - a. The state of Washington has recently produced a very high forecast of growth for the State and for Clark County (Clark County to 350,000 in the year 2000; c.f. "208" projection of 231,300, and our own projections of 237,000 to 253,000 for a slightly smaller area). This tends to raise expectations in that part of the region.
  - b. The Regional Planning Council of Clark County is just beginning its own review, with citizen input, of possible growth to the year 2000, with some resolution expected by August. Because of this, it is difficult for them to react to the Interim forecast other than to say they are not ready to react yet.
4. The last census was 1970, and the 1980 census results will not be available for use until 1981-82. At that time, a full re-evaluation may be needed.
5. We cannot (and should not) declare a planning or project moratorium while waiting for final consensus. Such an action may result in our missing the due dates for project initiation for projects using (e) 4 funds (Interstate Withdrawal), and a resulting loss of these funds to the region.

SUGGESTED ACTION

1. That we complete this set of "Interim 2" forecasts and hold it as a base until the new census is available for reappraisal, with the possible exceptions detailed under 2 and 3 of this section.
2. That following the development of a new Westside allocation, using control totals defined in the Westside analysis (changing the Westside only), this new allocation be reflected in the Interim forecast.
3. That following the Clark County reappraisal, we accommodate changes caused by this by amending the regional control totals within the range of control totals currently forecast in Technical Memorandum #23. In this case, a regional re-evaluation will become mandatory following receipt of the 1980 census results.

INTERIM 2 FORECAST

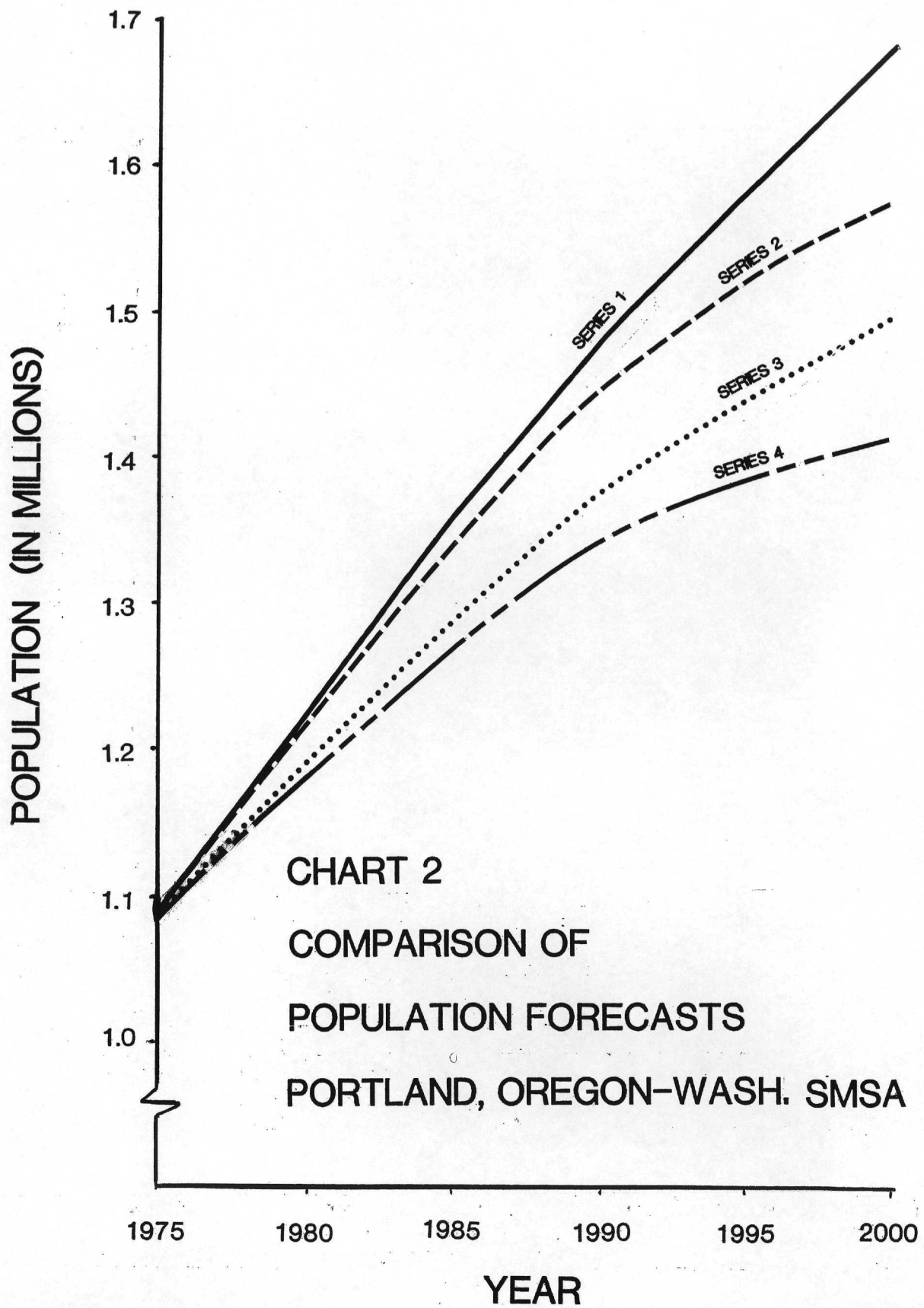
The following charts and tables highlight the Interim 2 forecasts. Charts 1 & 2 indicate the control total ranges for the year 2000 as shown in Technical Memorandum #23.

Table 1 shows the allocation of population by county for the SMSA and the TSA. Table 2 gives comparisons of various forecasts of population for the TSA. Table 3 compares household forecasts in a similar manner. Table 4 shows the current forecast of employment allocation by major jurisdictional groups and Table 5 shows the change in employment between 1977 and 2000 for allocation subgroups.

It should be noted that the figures given for the City of Portland are not exact, but are an approximation based on showing census tract and allocation district boundaries which closely match the City boundaries.

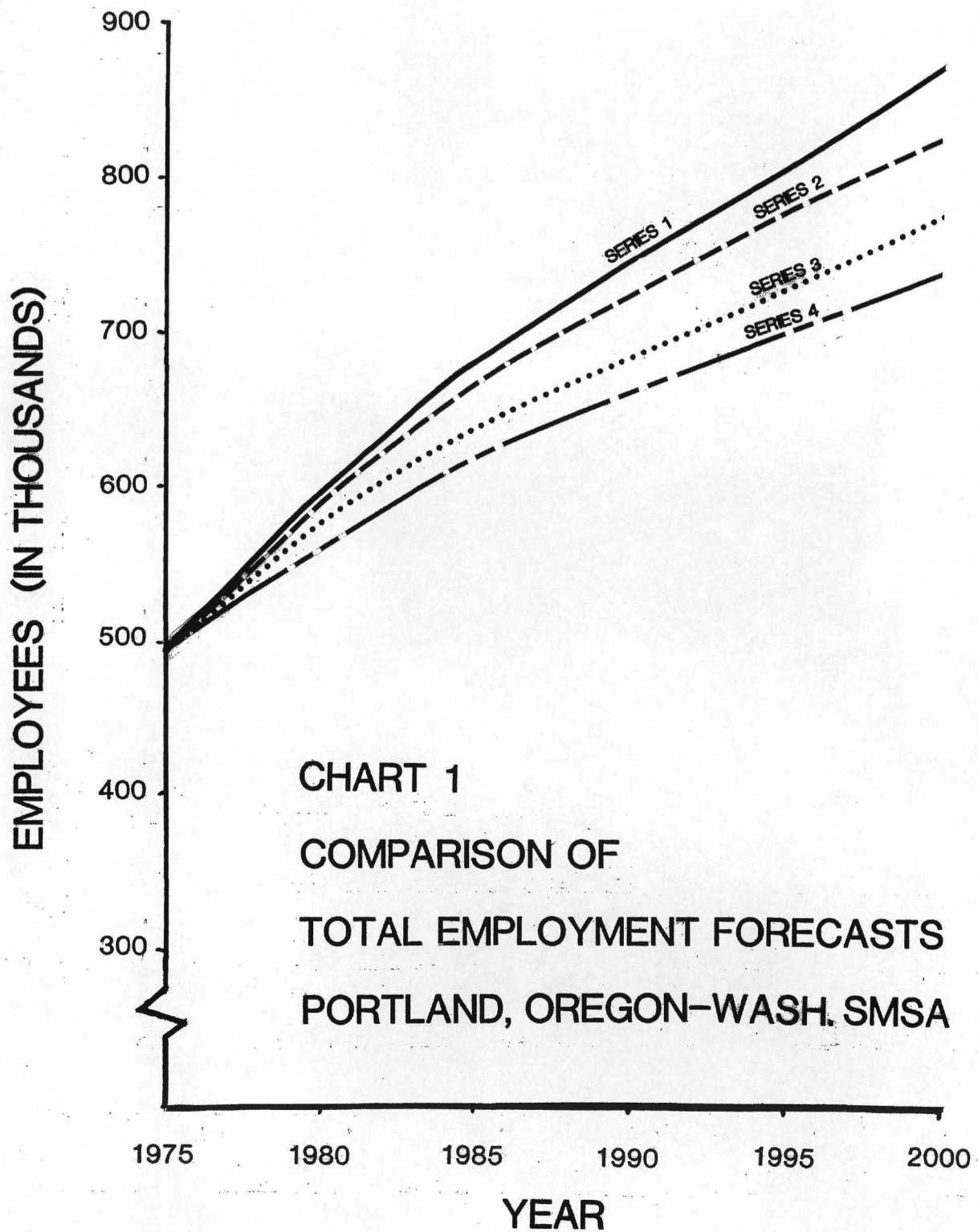
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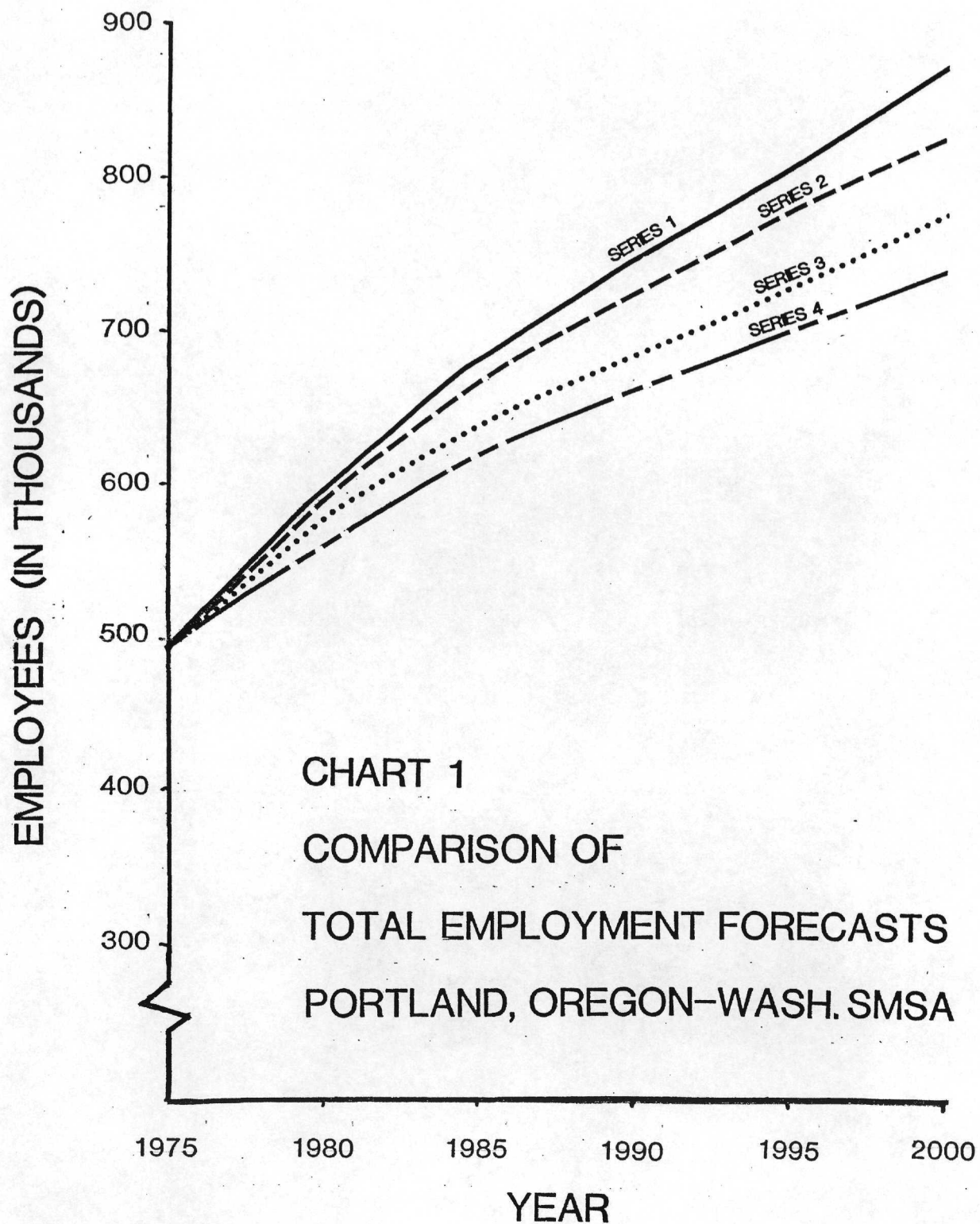














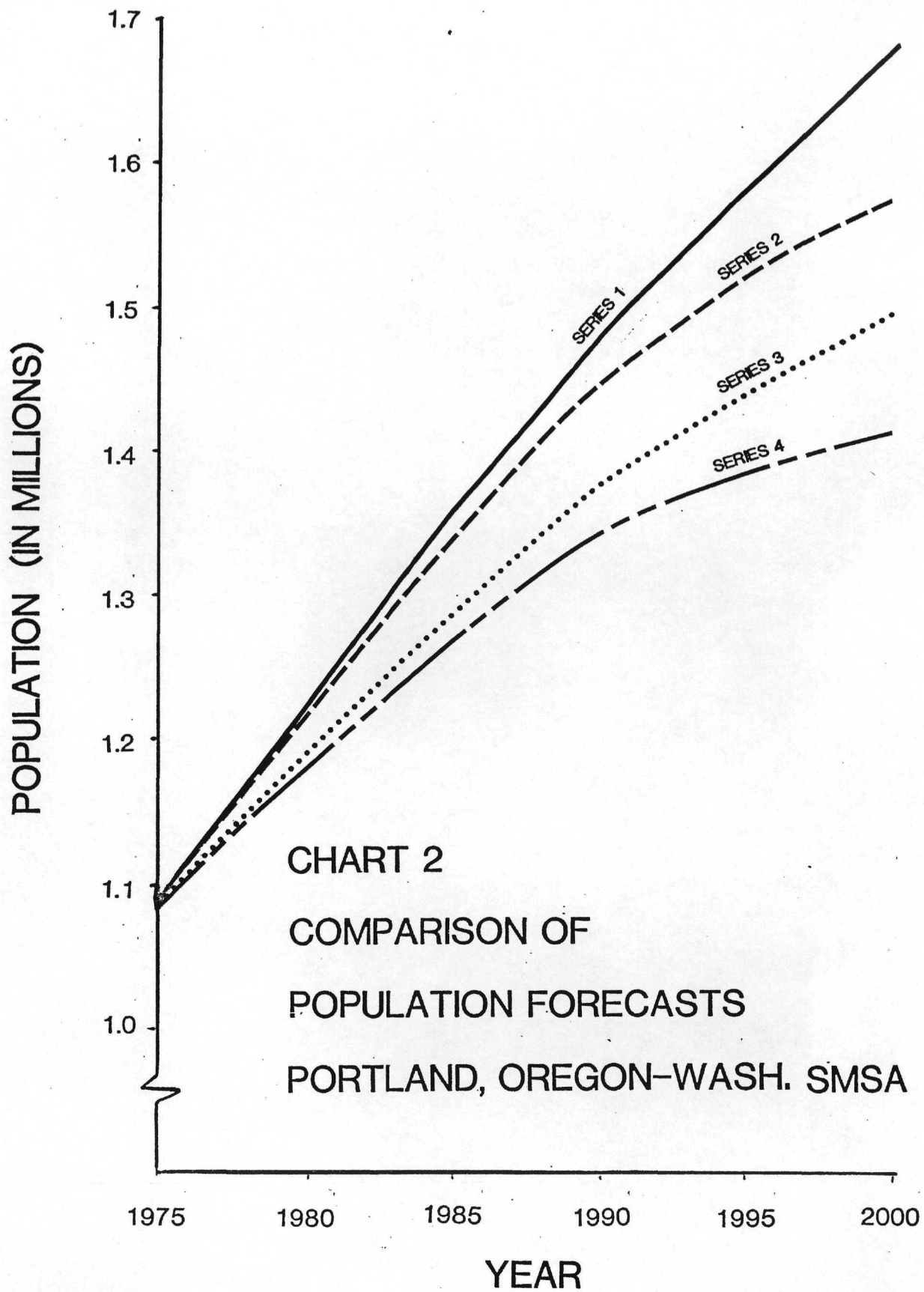


TABLE 1 POPULATION

	<u>1977</u>			<u>INTERIM 2 2000</u>		
	TSA*	OUTSIDE	SMSA#	TSA	OUTSIDE	SMSA
Multnomah Co.	548,737	4,753	553,490	655,766	6,063	661,829
Washington Co.	190,407	8,595	199,002	329,948	10,902	340,850
Clackamas Co.	167,962	40,534	208,496	267,747	52,776	320,523
Clark Co.	<u>147,771</u>	<u>16,230</u>	<u>164,001</u>	<u>245,663</u>	<u>20,333</u>	<u>265,996</u>
TOTAL	1,054,877	70,112	1,124,989	1,499,124	90,074	1,589,198

\* TSA Transportation Study Area

# SMSA Standard Metropolitan Statistical Area

TABLE 2 POPULATION - Forecast Comparisons - TSA

	<u>1977</u>	<u>208</u>	<u>Round 2</u>	<u>Interim 1</u>	<u>Interim 2</u>
City of Portland	382,416	387,000	400,342	437,516	409,768
E. Multnomah Co.	166,321	255,050	237,285	239,346	245,998
Washington Co.	190,407	328,575	298,876	310,018	329,948
Clackamas Co.	167,962	300,950	231,200	249,082	267,747
Clark County	<u>147,771</u>	<u>231,257</u>	<u>237,385</u>	<u>252,954</u>	<u>245,663</u>
TOTAL	1,054,877	1,502,832	1,405,088	1,488,916	1,499,124

TABLE 3 HOUSEHOLDS - Forecast Comparisons - TSA

	<u>1977</u>	<u>Round 2</u>	<u>Interim 1</u>	<u>Interim 2</u>
City of Portland	156,877	164,335	183,605	172,412
E. Multnomah Co.	64,235	93,621	91,363	93,438
Washington Co.	71,300	116,399	119,741	127,711
Clackamas Co.	59,180	88,307	95,452	102,544
Clark County	<u>54,552</u>	<u>92,589</u>	<u>97,929</u>	<u>91,844</u>
TOTAL	406,144	555,251	588,090	587,949

TABLE 4

EMPLOYMENT - Forecast Comparisons - TSA

	1977		Round 2		Interim 1		Interim 2	
	Emp.	$\frac{\text{Emp.}}{1000 \text{ Pop}}$	Emp.	$\frac{\text{Emp.}}{1000 \text{ Pop}}$	Emp.	$\frac{\text{Emp.}}{1000 \text{ Pop}}$	Emp.	$\frac{\text{Emp.}}{1000 \text{ Pop}}$
CBD	73986		89600		118300		118092	
Portland w/o CBD	212498	571	248355	637	250550	586	243426	615
E. Mult.	46047	277	85128	359	87150	347	92639	377
Multnomah	332531	606	423083	664	456000	674	454157	693
Washington	72362	380	140164	470	144501	466	146022	443
Clackamas	52578	313	98068	424	101443	407	106074	396
Clark	44118	299	92957	392	100119	396	97218	396
TSA	501589	475	754272	537	802063	539	803471	536



TABLE 5

## CHANGE IN EMPLOYMENT - TSA 1977-2000 Interim 2

	Ind. & Slow/ No Growth	Pop. Related	Office	Higher Order Govt.	Self Emp.	Higher Order Serv.	Comm. Other	Total Other	Pop. Related Retail	Higher Order Retail	Comm. Retail	Total Retail	Total Emp.
CBD	0	800	27300	8000	2000	1000	6	39106	0	4790	210	5000	44106
Portland w/o CBD	9529	5464	1195	4184	1558	5084	2447	29461	1328	89	50	1467	30928
East Mult.	15146	15901	3438	664	3203	2412	1320	42034	3866	102	540	4508	46592
Multnomah	24675	22165	31933	12848	6761	8496	4773	110651	5194	4981	800	10975	121626
Washington	18059	27849	4284	1313	5367	3463	5630	65965	6772	281	642	7695	73660
Clackamas	12328	19906	2194	1649	3862	2095	3162	45202	4840	176	3278	8294	53496
Clark	9747	19538	2441	1609	3809	1950	8495	47589	4751	537	223	5511	53100
TSA	64809	89458	40852	17419	19801	16004	21060	269409	21557	5975	4943	32475	301882

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DATE 4/9/80

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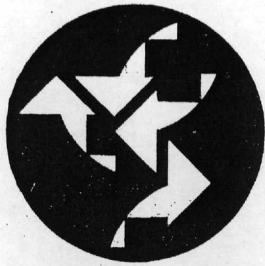
PRT of BRT

S Keith Lawton

G Bebe Tucker

S Richard Brandon





STAFF REPORT No. 66

*Date:* APRIL, 1980

*Title:* POLICY CONSIDERATIONS EMERGING FROM THE FIRST DRAFT  
OF THE REGIONAL TRANSPORTATION PLAN

FOR CONSIDERATION BY THE  
JOINT POLICY ADVISORY COMMITTEE  
FOR TRANSPORTATION (JPACT)  
AT THEIR APRIL 9, WORKSHOP

Transportation Department  
**Metropolitan Service District**

## PREFACE

In January, 1980, Metro published the first draft of the Regional Transportation Plan (RTP). The draft presented:

- a. A suggested regional policy direction,
- b. A description of committed transportation improvements strategies, and
- c. A projection of travel demands over the next two decades under different energy conditions and an evaluation of the performance of the transportation system.

The material presented in the first draft was intended to initiate public and local jurisdiction response. This will assist in reaching a consensus on a final plan for adoption in November, 1980.

Since release of the first draft, the Interagency Coordinating Committee (ICC) met six times to assist Metro staff to further develop several key components of the plan. The conclusions of these discussions were subsequently reviewed by Metro's Transportation Policy Alternatives Committee (TPAC).

This Staff Report is a summary of the staff, ICC and TPAC effort for consideration by the Joint Policy Advisory Committee on Transportation (JPACT).

## TABLE OF CONTENTS

	<u>PAGE</u>
Chapter One: Introduction	1
Chapter Two: Overall Regional Transportation Policy Direction	2
Chapter Three: Policy Alternatives	4
Chapter Four: Detailed Policies	5
Chapter Five: Functional Classification	9



## I. INTRODUCTION

This Staff Report recommends for consideration by JPACT:

- a refined regional policy direction which more clearly describes the overall emphasis to be addressed in the Regional Transportation Plan,
- a study strategy to evaluate alternative regional improvement strategies to achieve the policy direction,
- proposed population and employment forecasts to use in estimating travel demand, and
- proposed transportation functional classification categories to describe corridor improvement strategies.

The refinements to the regional policy direction represents a reformatting of the policy framework presented in the first draft of the RTP. A concise overall policy direction has been developed to serve as the overall guideline for the RTP. The detailed objectives have been reorganized to directly achieve the overall direction.

The proposed population and employment forecasts are revisions from those presented in the first draft of the RTP. The regional totals have been maintained but a refined distribution methodology has resulted in shifts throughout the region.

The proposed functional classification system is an expansion of the system presented in the first draft of the RTP. The new categories serve as a guide for determining the types of transportation improvements appropriate for various facilities.

Based upon the review of this report by JPACT, staff will produce the second draft of the RTP. The second draft will contain a recommended policy framework, alternative improvement strategies to achieve the policy direction and an evaluation of the performance of the transportation system for each alternative.

## II. OVERALL REGIONAL TRANSPORTATION POLICY DIRECTION

### General Problems Dealt With in the Plan

The citizens of the Portland metropolitan area face many critical transportation problems. The expected 50 percent increase in population will place a burden on the liveability of the area. Unless checked, congestion problems will limit personal mobility thus reducing employment, shopping and leisure opportunities. Business and industry will be severely impacted by inadequate access for workers and customers. Neighborhoods, small business districts and other sensitive areas will especially be impacted by excessive infiltration of traffic and noise. Increases in auto travel will also aggravate air pollution and energy problems. It is essential that a comprehensive transportation system be developed which corrects or avoids these problems.

### Regional Intent

In order to maintain the region's mobility, economic viability and environmental quality, the dependency on the single-occupant automobile needs to be reduced. This will be accomplished by improving transit service and developing incentives for ridesharing for longer trips and improving conditions for bicycle and pedestrian travel for shorter trips.

The existing transportation system should be used as efficiently as possible. Before considering major capital investments, less costly improvements to increase the person-carrying capacity of the system such as increased transit service and minor intersection improvements, will be investigated. When capital investments are deemed necessary in the major regional travel corridors, priority consideration will be given to facilitating the movement of transit, carpools and vanpools. Major highway improvements which primarily benefit auto travel will only be made to serve areas which cannot be served by transit in a cost-effective manner. Cost effective improvement projects shall also emphasize economic development objectives and the transportation needs of growth areas. Metro will involve affected citizens and ensure a timely decision-making process to identify necessary policies, service improvements and capital investments which:

- . reduce long-distance travel by locating jobs, shopping and homes in close proximity to one another;
- . concentrate development with high trip making rates near transit with convenient pedestrian access;
- . improve transit for a wider variety of trip purposes, destinations and times of day;
- . uses the existing auto capacity more effectively by encouraging more riders per car and reducing the high rush-hour peaks;
- . limit major highway widenings to locations where it is found to be the most appropriate solution and in harmony with environmental and energy objectives;
- . increase the convenience and safety of bicycle use and walking for a greater share of the shorter trips, particularly for transit access.

## Performance Measures

The key overall measure of the degree to which the regional policy direction is achieved is "vehicle-miles-of-travel." Decreased auto dependency, increased attractiveness of transit, decreased travel in single occupant automobiles, and increased travel by bike and pedestrians will all result in fewer and shorter vehicle trips.

Other specific regional performance measures are:

- . reduction of air pollution emissions from vehicles to achieve the state ozone standard of .08 ppm and the carbon monoxide standard of 9 ppm.
- . reduction in energy consumption below today's level
- . increases in overall transit ridership
- . increases in average auto occupancy, particularly for work trips
- . maintenance of an adequate level of traffic service on the arterial highway system in the peak-hours of the day.



### III. POLICY ALTERNATIVES

It is recommended that three alternative strategies which achieve different regional "vehicle-miles-of-travel" targets be presented in the May draft of the RTP:

Base Case - 23.4 million vehicle-miles-of-travel per weekday

Alt. 1 - 10 percent reduction to 21.1 million vehicle-miles-of-travel per weekday

Alt. 2 - 20 percent reduction to 18.7 million vehicle-miles-of-travel per weekday

These alternatives build from the material presented in the first draft of the RTP. As described in the first draft, if travel were not constrained by energy supplies and price, the resultant travel demand would result in 24.0 vehicle-miles-of-travel.<sup>1</sup> Due to improved vehicle efficiency from 13.4 mpg to 20.2 mpg, gasoline consumption would rise 3.4 percent from today's level of 1.16 million to 1.19 million gallons per day. The recommended "Base Case" involves a slight reduction in travel as compared to the "unconstrained" demand under an assumption that fuel availability in the year 2000 will not exceed fuel consumption in 1977. This assumption results in a year 2000 vehicle-miles-of-travel figure of 23.4 million. The targets to reduce vehicle travel by 10 percent and 20 percent are set forth to provide alternative guidelines for achieving the overall policy direction.

Table 1 shows the energy and travel implications of the policy alternatives. The "Base Case" alternative involves an increase in vehicle travel per person and the two reduction targets represent a five percent and 15 percent reduction in vehicle travel per person from current levels. Achievement of these reductions in vehicle travel will in turn produce reductions in air pollution emissions, increased transit ridership, increased auto occupancy, less traffic infiltration into neighborhoods and improved level of traffic service on the arterial highway system.

Table 1  
Comparison of Daily VMT and Gasoline Consumption

	1977	2000 Base Case	2000 10% Reduction	2000 20% Reduction
VMT	15.5 million	23.4 million	21.1 million	18.7 million
Gal. of Gas	1.16 "	1.16 "	1.04 "	.93 "
Population	1.048 "	1.484 "	1.484 "	1.484 "
VMT/Person	14.8 miles	15.8 miles	14.2 miles	12.6 miles
Gasoline/Person	1.11 gal.	0.78 gal.	0.70 gal.	0.63 gal.

<sup>1</sup>Figure modified from published data to reflect differences between sketch and detailed highway networks.

#### IV. DETAILED POLICIES

##### Population and Employment Growth

The region is expected to experience a 42 percent increase in population over the next 20 years. This will produce a significant increase in travel demand placing a severe burden on the transportation system and potentially threatening the liveability of the region. It is recommended that the travel demand for which transportation policies, service improvements and capital investments be developed based upon the "Interim 2" population growth projections in Table 2. Revised employment projections are currently being developed.

TABLE 2

Population Projections for Year 2000  
for the Transportation Service Area

<u>JURISDICTION</u>	<u>1977</u>	<u>208</u>	<u>Interim #1 (Draft #1, RTP)</u>	<u>Interim #2</u>
East Multnomah	166,000	255,000	239,000	246,000
Portland	382,000	387,000	438,000	410,000
Clackamas	163,000	296,000	244,000	263,000
Washington	190,000	329,000	310,000	330,000
Clark	148,000	231,000	253,000	246,000
Regional Total	1,050,000	1,497,532	1,484,000	1,494,000

##### Problem Overview

Transportation planning should be directed at overcoming problems, many of which will be exacerbated by population and employment growth. The following is a summary of the key problem areas to be addressed in the RTP.

##### . Mobility and Accessibility

1. Congested highways.
2. Overloaded buses.
3. Decreasing access to job, shopping and liesure oppor-  
tunities due to increasing travel times.
4. Transit delays due to highway congestion.
5. Lack of good transit connections for cross-town trips.
6. Conflicts between regional and local trips.
7. Poorly developed local street systems.
8. Poor environment for pedestrians and bicyclists.
9. Over-use of facilities in the peak travel hours and  
under-use in the off-peak hours.
10. Decreasing accesibility to port, airport, medical  
centers and regional parks.
11. Special mobility problems for handicapped, poor and  
elderly.
12. Inadequate provisions for the movement of goods and  
services.

. Land Use Compatibility

1. Less-than-adequate coordination between transportation facilities and growth patterns.
2. Inefficient existing development patterns.
3. Conflicts between traffic service and property access.

. Environment

1. High fuel prices and uncertain energy supplies.
2. Air pollution.
3. Noise pollution.
4. Overburdened regional facilities spilling over resulting in traffic in neighborhoods causing safety, noise and air quality problems.

. Financing

1. Deadlines for spending federal funds.
2. Inadequate financial resources to fund many needed transit and highway improvements.
3. Difficulty of raising local match.
4. Rapidly escalating construction costs.

Objectives

The objectives of the RTP are intended to provide further details of the overall regional policy direction. These objectives would serve as the guidelines for developing detailed policies, strategies service improvements and capital investments.

. Mobility and Accessibility

1. Reduce the use of the single-occupant automobile, (this would be done by making transit service, ride-share, bicycle and pedestrian travel more attractive).
2. Improve mobility for the transportation disadvantaged.
3. Maintain accessibility to jobs and shopping and major regional facilities such as the port, airport, regional park and cultural facilities, colleges and medical centers.
4. Ensure convenient movement of goods.
5. Increase the use of transit by a greater variety of trip purposes, destinations and times of day. Transit service will be categorized according to the functions listed in Chapter V.
6. Highways should be categorized according to the functions listed in Chapter V.



7. Emphasize the use of the expressway and principal arterial system for long distance, higher speed, regional and inter-regional travel; limit or prohibit direct access to adjacent property. Maintain an adequate level of traffic service during peak-hours on expressways and principal arterials (this is to be done primarily by improving transit service, increasing ridesharing and flextime and eliminating capacity bottlenecks).
8. Develop a system of secondary highway routes to connect neighborhoods and major facilities to the expressway and principal arterial system and provide direct property access.
9. Improvements which add highway capacity should emphasize service to transit, carpools and vanpools. They should provide access for economic development and newly developing areas and serve travel not conducive to ridesharing and transit. Highway upgrading to improve traffic flow, eliminate bottlenecks, improve safety and upgrade facilities to urban standards without a capacity increase will be encouraged throughout the system.
10. Regional Bikeways will be identified in the RTP to provide an overall system for bicycle movements. Local Bike Routes will be developed by local jurisdictions to serve local travel demands and provide connections to the Regional Bikeways.

#### Land Use Compatibility

1. Locate housing development, employment, commercial centers and public facilities in close proximity to reduce the need for long-distance auto travel.
2. Utilize transportation to maintain the strength of downtown Portland and major suburban employment, retail and transit centers.
3. Promote land development patterns, densities and site development standards which result in greater transit use.
4. Promote improvement of the streetside environment confronting the transit user, bicyclist or pedestrian.
5. Develop access control policies consistent with the functional purpose of each element of the highway system.
6. Transportation improvements will be provided in rapidly growing portions of the region consistent with emerging needs; however, improvements will not be made in areas where regional or local policy restricts urban development.



### Environment

1. Reduce total energy consumption and air pollution emissions through improved auto efficiencies and increased travel by transit, rideshare, bicycle and pedestrian.
2. Remove through regional traffic from neighborhood streets, parks, business centers and other sensitive areas.
3. Reduce noise impacts on sensitive areas.

### Financing

1. Minimize the total cost of operating, maintaining or improving the transportation system.
2. Identify transportation funding sources to ensure those that benefit from new facilities and services equitably bear the cost of providing such services.
3. Develop a transportation improvement strategy which provides for utilization of committed federal funds by the 1986 target date.

### Citizen Involvement and Decision-Making

1. Involve affected citizens to the degree necessary to generate broad public support for both the policies specified in the plan and the funding necessary to implement them.
2. Ensure timely decision-making to ensure a response to citizen and local official concerns.

## V. FUNCTIONAL CLASSIFICATION

As described in the regional objectives, components the transportation system should categorized according to their auto, transit, bicycle and property access function. The recommended functional categories to define the transportation system are as follows:

1. Freeways and Expressways -- Major traffic routes connecting other major cities in the Northwest. Direct service to abutting properties would be prohibited.
2. Principal Arterials -- Major interconnected traffic routes for intra-urban and inter-city travel connecting major subregions and regional facilities. Access to abutting land uses would be a minor role.
3. Secondary Routes -- (Combines the categories of Minor Arterial and Collector.) Connects subregional facilities and major neighborhoods to the Expressway and Principal Arterial system. Provides frequent property access.
4. Local Streets -- Minor roads providing a high level of access within local neighborhoods.
5. Regional Bikeway Routes -- Bicycle facilities, separated from, adjacent to or sharing roadways which serve commuter-oriented, recreation or touring bicycle movements.
6. Local Bike Routes -- Bicycle facilities and route serving community needs and connecting to the Regional Bikeway Routes.
7. Regional Transit Trunk Route -- Connects downtown Portland and major suburban activity centers; serves longer trips with high speed, high capacity service; preferential treatment for buses or upgrading to an exclusive transitway will be considered as needed for speed or capacity.
8. Subregional Transit Trunk Routes -- Connects major concentrations of development to downtown Portland and suburban activity centers; serves intermediate length trips.
9. Feeder Transit Routes -- Connects all lower density areas to transit stations or trunk routes.

Local streets, local bike routes and feeder bus routes are a local responsibility to plan and implement. The remaining categories are those that will be addressed in the RTP and will be covered by the adopted policies. Furthermore, the categories of Freeways and Expressways, Principal Arterials and Regional Transit Trunk Routes are the categories that serve the most important regional function and, therefore, have the greatest emphasis in the RTP.

Table 3 depicts initial criteria for delineating the highway functional classification system. Similar criteria must be developed to define criteria for locating Regional and Subregional Transit Trunk Routes and establishing policies for speed and capacity. Finally, the functional classification system will be expanded to include criteria for:

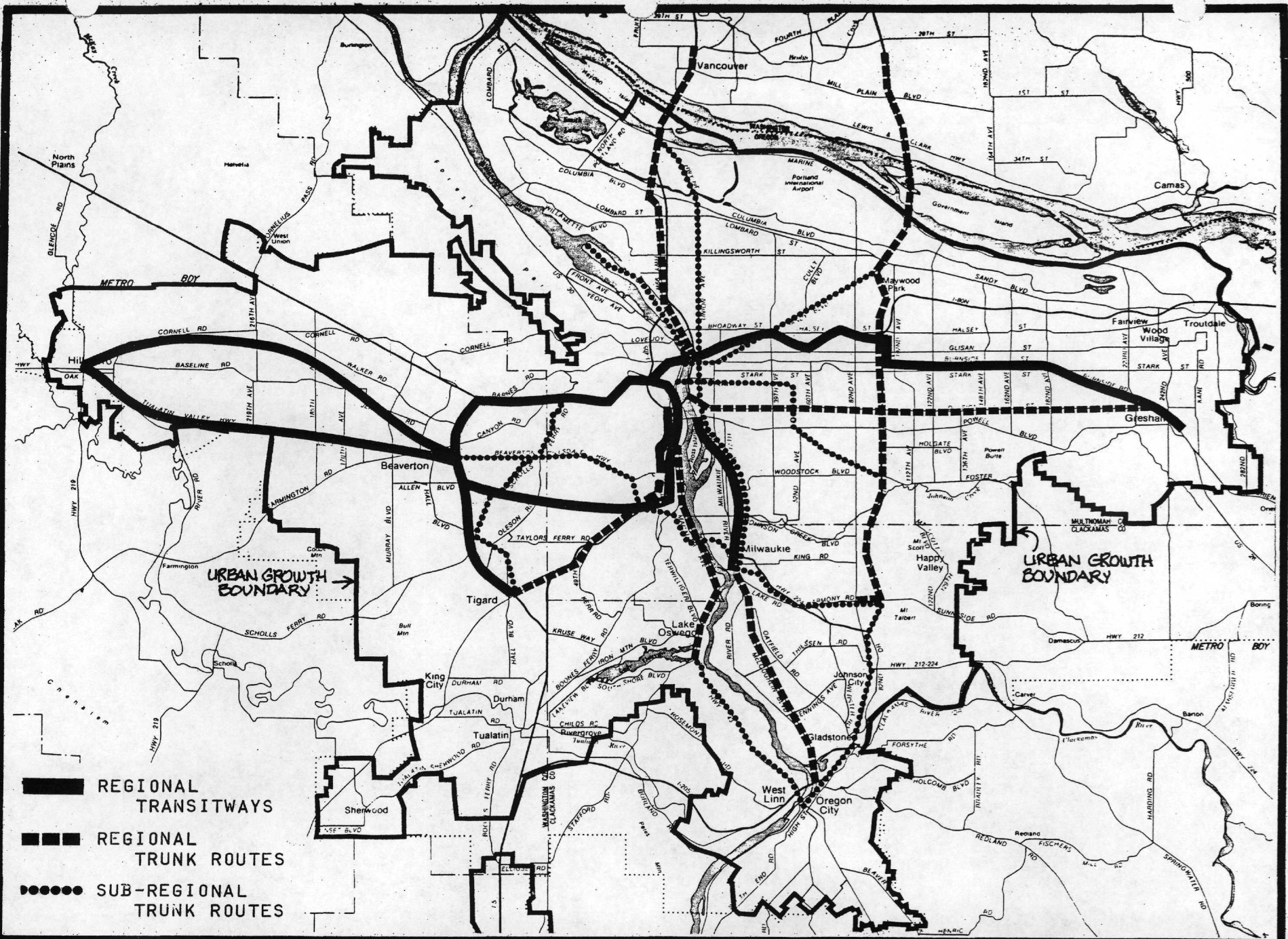
- . allocating sources of funding
- . establishing functional interrelationships between transit and highway categories
- . establishing land use density and access control criteria.

It is recommended that the "Base Case" alternative to be presented in the second draft of the RTP include Regional and Subregional Transit Trunk Routes as depicted in the Tri-Met 5-year Transit Development Program. (see Map 1) Alternatives 1 and 2 will include expansion to this system to achieve objectives to reduce auto dependency, increase transit ridership, decrease vehicle travel and decrease energy consumption and air pollution.

Complete agreement between Metro and the local jurisdictions on the function of the highway system is not currently possible. Map 2 identifies areas of conflict on the categories of Freeways and Expressways and Principal Arterials. These are to be resolved to the greatest extent possible for adoption in the RTP in November.

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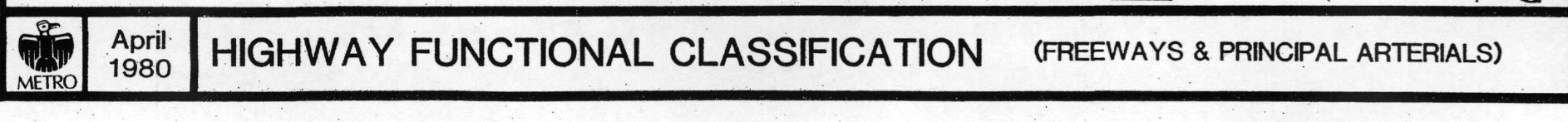




April  
1980

## TRANSIT FUNCTIONAL CLASSIFICATION





## (FREEWAYS &amp; PRINCIPAL ARTERIALS)

TABLE 3

PROPOSED

## RTP HIGHWAY FUNCTIONAL CLASSIFICATION SYSTEM

CATEGORY/ FUNCTIONAL CLASS	SERVICE CHARACTERISTICS		SERVICE PERFORMED	SYSTEM CHARACTERISTICS				
	LEVEL OF MOBILITY	LAND ACCESS		NO. OF LANES	PARKING	TRAFFIC VOLUMES (ADT)	ROUTE CONTINUITY	FUNDING ELIGIBILITY
I. Freeway Expressway	Provides high levels of regional mobility for intraregional and inter-regional trips.	Extremely limited	Line haul function for all trips	4-8	Emergency only	25,000 and above heavy	Continuous over urbanized area	Interstate, Interstate Transfer
II. Principal Arterials	Provides a moderate level of mobility connecting regional, commercial, residential and industrial areas and communities.	Restricted	Line haul function for all trips	3-6	Restricted zone in peak-hour	10,000 and above moderate to heavy	Continuous over urbanized area	Federal Aid Primary, Interstate Transfer, Federal Aid Urban
III. Secondary Routes	Provides access to principal arterials and connects smaller urban communities and neighborhoods and serves portions of rural hinterland.	Direct land access	Line haul function for subregional travel and collector and distribution function	2-4	Usually provided	3,000-15,000 moderate	Continuous between two individual subregions and within subregions, discontinuous on edges of neighborhoods	Interstate Transfer, Federal Aid Primary, Federal Aid Urban
IV. Local Routes	Provides local circulation within neighborhoods	Unrestricted land access	Almost exclusively collection and distribution	2	Unrestricted	Maximum 3,000 light	Discontinuous	Safer Off System Road
V. Regional Bikeways	Provides access between residential areas and major activity centers such as schools, parks and commercial and employment centers.	Variable	Line haul and collection and distribution	--	Restricted as necessary	Variable	Continuous over urbanized area	State Highway Fund, Interstate Transfer, Interstate, Federal Aid Urban where applicable





# Port of Portland

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April 9, 1980

Mr. Charles R. Williamson, Chairman  
Joint Policy Advisory Committee on Transportation  
Metropolitan Service District  
527 S.W. Hall Street  
Portland, OR 97212

Dear Charlie:

As you requested at the March JPACT meeting, I have summarized below what I feel to be major issues in the continuing management of the federal interstate transfer funds.

Now that the METRO Regional Reserve has nearly all been allocated to area jurisdictions, I would like to again stress the importance of METRO's efforts to manage the expenditure of Portland's interstate transfer funds. Recent steps taken by METRO will make this job easier:

- o The quarterly Transportation Improvement Plan (TIP) has been improved and now contains year-by-year accounting of federal and local funding requirements. This allows us to see what projects are "slipping."
- o The METRO Council recently approved a streamlined approval system that allows METRO-controlled funds to flow to and between jurisdictions with a minimum of red tape.

This is a good start toward a comprehensive financial management program. However, additional procedures and strong policies will be needed to insure that all of our allocated funds are spent. I am suggesting below three measures that might help in the process.

## Funds Management

The Transportation Improvement Program at METRO only describes the planned expenditures of withdrawal money. ODOT maintains a separate accounting of funds as they are actually used. It seems that both of these records should be combined (perhaps as a regular verbal presentation to JPACT) to give a better picture of the financial condition of the projects.

As a beginning, ODOT or METRO should compare each successive TIP and document all projects whose funding or work plan has slipped. Where remedial project management cannot restore an acceptable timetable for a given project, the METRO Council, following review by its committees, should drop the project and reassign the funds. Substitute projects should be available to take up any slack.

Mr. Charles R. Williamson, Chairman  
Page 2  
April 9, 1980

#### Pledge of Match

The "pledge" of local match support remains a potential weak link in the interstate withdrawal process. Some projects are now dragging for want of local funds. The trend of high construction cost inflation could make the situation worse.

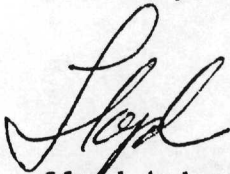
To correct this problem, perhaps local jurisdictions should be required to program their "match requirements" at the same time they submit their funding plan for inclusion in the TIP. When federal funds are available, the local funds should be placed in some form of trust. The funds could be invested to provide a partial hedge against cost overruns. Under this procedure, delays in projects will, in turn, tie up the local funds. This creates a strong incentive to move promptly and to voluntarily terminate projects that become undesirable or impractical.

#### New Federal Legislation

Much of the region's troubles stem from federal legislation and the underlying capabilities of the General and Highway Trust funds. Jurisdictions have federal obligations of funds that must be exercised by 1986. Yet all commitments cannot be supported by authorized general fund outlays or by the trust fund, as has recently been proposed. As it now stands the Portland region alone will be requesting over one half of all available nationwide transfer funds between now and 1986.

METRO and the local jurisdictions must communicate the approaching crisis with clarity and strongly advise that reforms be implemented. Our congressional delegation and the Department of Transportation should be continually reminded of the problem.

Sincerely,



Lloyd Anderson  
Executive Director

cc: Bill Ockert  
Metropolitan Service District

Bob Bothman  
Oregon Department of Transportation

PL7C