METRO

2035 REGIONAL TRANSPORTATION PLAN UPDATE
State Component Work Program

1.0 OVERVIEW

The 2035 Regional Transportation Plan (RTP) update represents the first significant update to the plan since 2000. The Metro Council initiated the update in Fall 2005 to address state and federal requirements. The process is using an outcomes-based approach to better integrate land use, transportation, economic and environmental objectives into the planning process.

In January 2007, the 2035 RTP update timeline and process was expanded by the Metro Council, at the recommendation of the Joint Policy Advisory Committee on Transportation (JPACT), to allow for completion of the federal component of the 2035 RTP before the current plan expired on March 5, 2008. The expanded timeline would also allow for additional technical analysis and policy development to address state and regional planning requirements in 2008.

On December 13, 2007, JPACT and the Metro Council adopted the federal component of the 2035 Regional Transportation Plan (RTP) to meet the Safe, Accountable, Flexible, and Efficient Transportation Equity Act—A Legacy for Users (SAFETEA-LU) and other federal planning requirements. The federal component provides an updated blueprint to guide transportation planning and investments in the Portland metropolitan region – including development of the state component of the 2035 RTP. The U.S. Department of Transportation approved the federal component on February 29, 2008.

This document is a work program for the state component of the RTP update, integrating feedback from local and state agency representatives and the key issues to be addressed. This document supplements the overall work program approved by MPAC, JPACT and the Metro Council by Resolution No. 06-3661. It has three sections:

1.0 Overview of the RTP provides context for the RTP update, summarizing Metro's role in transportation planning and the decision-making framework that guides these activities, and the specific issues and objectives to be addressed as part of the 2035 RTP update.

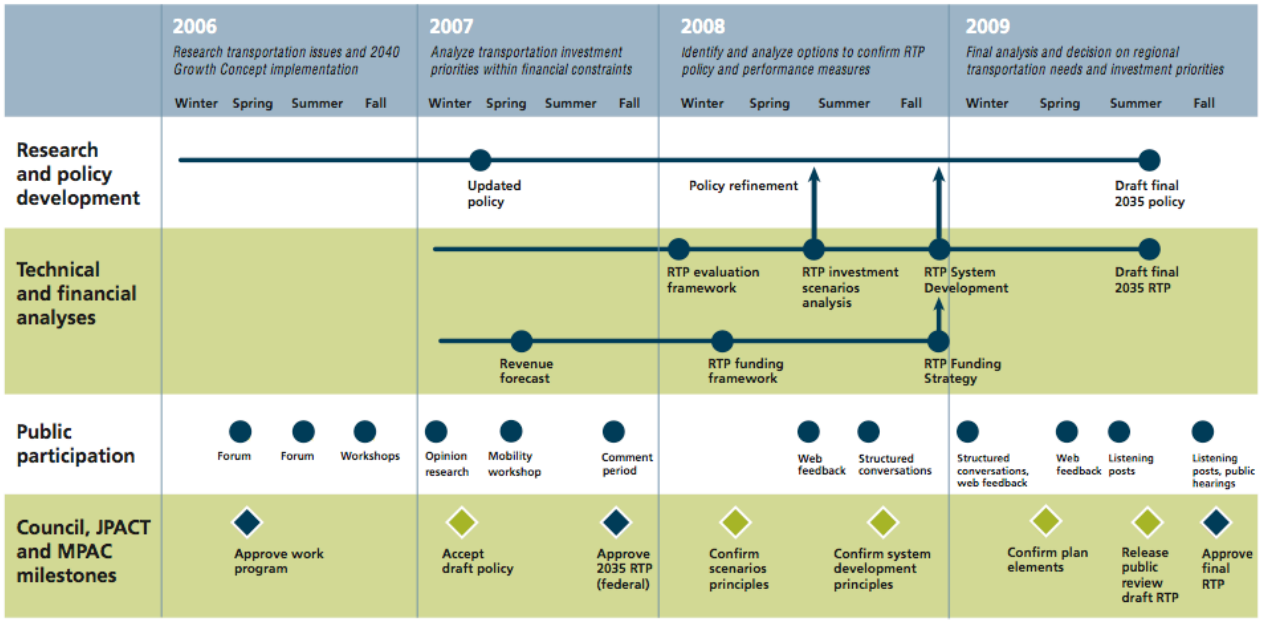
2.0 Technical Analysis and Policy Development summarizes the major technical and policy development tasks to be completed during the state component of the 2035 RTP update. The tasks were developed in consultation with the Metro Advisory Committees and ODOT and DLCD staff.

3.0 Public Participation Plan summarizes the stakeholder engagement and outreach components that will inform development of an updated 2035 RTP plan and support the decision-making role of the Metro Council, Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) and the participatory role of public agencies, other identified stakeholder groups and the general public.

The work program integrates with the overall *Making the Greatest Place* planning process, coordinates with development of a *Regional Plan for Freight and Goods Movement, High Capacity Transit System Plan* and *Regional Transportation System Management and Operations Plan*, and responds to key technical, policy and process issues identified by the Metro Council and Metro Advisory Committees during the federal component of the RTP update.

Figure 1 and **Attachment 1** to this work program show the schedule and key tasks for the process. All chapters of the federal component of the 2035 RTP will be subject to refinement during this update. Approval of a final 2035 RTP, pending air quality conformity analysis is anticipated in December 2009.

Figure 1. 2035 RTP Update Major Tasks and Milestones



1.2 What is Metro's Role in Transportation Planning

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the MPO, Metro is responsible for updating the long-range metropolitan transportation plan, also referred to as the Regional Transportation Plan (RTP), every four years in cooperation with the agencies that own and operate the region's transportation system. Metro is also responsible for developing a regional transportation system plan (TSP), consistent with Oregon Transportation Planning Rule (TPR) requirements.

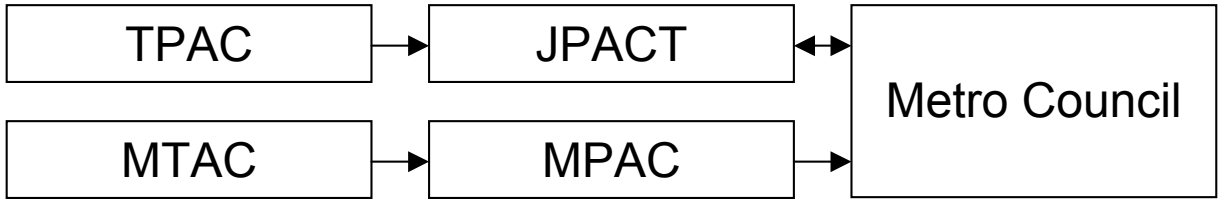
1.3 Regional Consultation, Coordination and Decision-Making Structure

Metro's transportation planning activities are guided by a decision-making framework that consults and coordinates the perspectives of federal, state, regional and local government agencies, citizens and interest groups as part of the process. Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues. This broad spectrum of stakeholders is the primary focus of the public participation plan described in Section 3.0.

Metro facilitates this consultation, coordination and decision-making through four advisory committee bodies –the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). In addition, the Metro Committee for Citizen Involvement (MCCI) provides advice to the Metro Council on how to best engage residents in regional planning activities. **Figure 2** displays the regional transportation decision-making process.

Figure 2.

Regional Transportation Decision-Making Process



Source: Metro

1.3.1 On-Going Agency Coordination and Consultation Activities

The process will continue to rely on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council will make recommendations at key decision points based on input from TPAC, MTAC, the Bi-State Coordination Committee, the Council-appointed Regional Freight Plan Task Force and the public participation process. In the event that differences occur between MPAC and JPACT, joint MPAC/JPACT meetings will be held to discuss and reconcile differences and address other critical policy issues.

Role of Metro Policy Advisory Committees

All transportation-related actions (including federal MPO actions) are recommended by JPACT to the Metro Council. The Metro Council can approve the recommendations or refer them back to JPACT with a specific concern for reconsideration. Final approval of each item, therefore, requires the concurrence of both bodies.

Under state law, the RTP serves as the region's transportation system plan (TSP). As a result, the Metro Policy Advisory Committee (MPAC) also has a role in approving the regional transportation plan as a land use action, consistent with statewide planning goals and the Metro Charter. MPAC makes recommendations to the Metro Council on land use issues. In addition, the Bi-State Coordination Committee advises the Southwest Washington Regional Transportation Commission (RTC), and JPACT/Metro on issues of bi-state significance. JPACT and the RTC Board cannot take action on an issue of major bi-state transportation significance without first referring the issue to the Bi-State Coordination Committee for their consideration and recommendation.

Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, MTAC, MPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region's long-range transportation system plan.

Role of RTP Policy Work Groups

The process will utilize policy work groups to address specific policy issues and include members of established policy advisory committees.

- Regional Freight Task Force[1] *(carried over from federal component)*
- RTP Funding Task Force *(new)*

Role of RTP Technical Work Groups

Opportunities to hold joint TPAC/MTAC workshops will be identified throughout the process. In addition, the process will utilize topical work groups to address specific technical and policy development issues in a small group setting. The following work groups have been identified to date:

- Regional Freight Technical Advisory Committee[2] *(carried over from federal component)*
- Performance Measures Work Group *(carried over from federal component)*
- Regional Bicycle Policy Work Group *(new)*
- Transportation Planning Rule (TPR) Work Group *(new)*
- High Capacity Transit Technical Team *(new)*

The work groups include TPAC and MTAC members and other individuals with expertise in the topical area being addressed. Additional work groups will be formed as needed throughout the process. Recommendations from the work groups will be forwarded to TPAC and MTAC for recommendations prior to JPACT, MPAC and Metro Council consideration.

Coordination with the Oregon Transportation Commission, Land Conservation and Development Commission and State/Federal Resource Agencies

Periodic briefings of the Oregon Transportation Commission (OTC) and the Land Conservation and Development Commission (LCDC) will occur to provide status reports and gather input at key milestones in the process. SAFETEA-LU provisions for additional consultation with state and federal resource agencies, and tribal groups not represented on Metro's existing committee structure will continue to be met through a consultation meeting with the Collaborative Environmental Transportation Agreement for Streamlining (CETAS) work group, consisting of the ODOT and ten state and federal transportation, natural resource, cultural resource and land-use planning agencies.

1.4 PROJECT GOALS[3]

The following project goals will guide the overall approach for development of the 2035 Regional Transportation Plan.

(1) Develop an updated 2035 RTP that complies with state and federal regulations and implements *Making the Greatest Place* policy direction.

(2) Create an outcomes-based plan that better advances regional policies, public priorities and local efforts to implement the 2040 Growth Concept given forecasted population growth and dwindling financial resources in the region.

[1] The Regional Freight and Goods Movement Task Force is comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight.

[2] The Freight Technical Advisory Committee (TAC) is comprised of public sector staff from the local, regional, and state agencies operating within Metro's jurisdictional boundaries. The TAC provides input and review of technical work products for the Regional Freight and Goods Movement Plan.

[3] Excerpted from work program approved by MPAC, JPACT and the Metro Council in 2006.

(3) Actively engage and consult with transportation system providers, public agencies, business groups, community organizations, advocacy groups, state and federal resource agencies, and the general public (including traditionally under-represented groups) in plan development through the use of targeted outreach techniques.

1.5 PROJECT OBJECTIVES[4]

The following project objectives direct the development of the 2035 Regional Transportation Plan. The project will:

- ✓ Improve community awareness and understanding of regional transportation system needs and funding issues.
- ✓ Develop a set of desired outcomes that reflect public priorities for managing and improving the regional transportation system.
- ✓ Develop an outcomes-based evaluation approach and performance measures to assess 2040 implementation, regional transportation needs and deficiencies, and measure and prioritize transportation projects.
- ✓ Analyze current fiscal realities, transportation funding trends and transportation funding options to inform development of an updated financially constrained revenue forecast.
- ✓ Identify issues, needs and deficiencies in the regional transportation system and develop recommended solutions and strategies to address them in support of the Region 2040 Growth Concept.
- ✓ Assess and refine current regional transportation policies to implement public priorities and the *Making the Greatest Place* policy direction.
- ✓ Reconsider projects in the current RTP based on revenue availability, public priorities and *Making the Greatest Place* policy direction.
- ✓ Strengthen the relationship between transportation policies and projects in the RTP and transportation funding decisions.
- ✓ Prioritize infrastructure, system management and demand management projects and programs for all travel modes to meet the desired outcomes and implement the *Making the Greatest Place* policy direction.
- ✓ Assess and refine current implementation strategies, including performance measures and corridor refinement studies, to implement public priorities and the *Making the Greatest Place* policy direction to achieve desired outcomes.
- ✓ Integrate with planning efforts to update the Region 2040 Growth Concept implementation tools *(New Look)* and develop the *Regional Freight and Goods Movement Plan* and the *Metro-Region Plan for Transportation System Management and Operations* (TSMO).
- ✓ Comply with Oregon's Statewide Planning Goals, the Transportation Planning Rule (TPR), state transportation plans and the Federal SAFETEA-LU provisions.

[4] Excerpted from work program approved by MPAC, JPACT and the Metro Council in 2006.

1.6 KEY PRODUCTS

The following products will be developed during the state component of the plan update:

- RTP Outcomes-Based Evaluation Framework – Preliminary and final performance measures, evaluation criteria and targets that are linked to RTP Goals and Objectives
- Mobility Corridors Atlas that serves as a diagnostic tool for the Congestion Management Process (CMP) that is tracked over time and used as the basis for identifying needs and solutions
- Updated RTP System Maps to reflect updated regional system definition and High Capacity Transit Study recommendations
- RTP Investment Scenarios Analysis Report: Key Findings and Recommendations
- RTP System Development Principles and Evaluation Criteria
- RTP System Analysis Report: Key Findings and Recommendations
- RTP Funding Strategy, including a long-term action plan and funding commitments for investment priorities
- 2035 RTP Discussion Draft Document
  - updated RTP policy and regional performance measures
  - regional investment strategy
  - new urban area and corridor refinement planning guidance
  - updated financially constrained system of investments
  - "reasonably likely" system of investments adequate to meet planned land uses per TPR
- Public Comment Report
- Air Quality Conformity Determination
- Regional, State and Federal Findings

1.7 COORDINATION WITH OTHER METRO PLANNING ACTIVITIES

This planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy and requirements. In addition, Metro is concurrently updating the region's long-range growth management plan, supporting transportation plan (the RTP), and implementation tools in the *Making the Greatest Place* planning effort (formally called the New Look). By working within the umbrella of the *Making the Greatest Place*, the RTP update will take into consideration how regional transportation investments affect land use, the economy and the environment. **Table 1** summarizes key linkages between the RTP update and the *Making the Greatest Place* process. The RTP analysis recommendations will be forwarded for consideration as part of the *Making the Greatest Place* process.

Table 1. Key Linkages Between the New Look Tasks and Regional Transportation Plan Tasks

Making the Greatest Place Tasks	RTP Update Tasks
• *Performance-Based Growth Management Framework*	▪ *RTP Evaluation Framework & Performance Measures*
• *New Look Investment Scenarios Analysis* • *New Look Regional Infrastructure Analysis*	▪ *RTP Investment Scenarios Alternatives Analysis* ▪ *High Capacity Transit Study Alternatives Analysis*

Making the Greatest Place Tasks	RTP Update Tasks
• *Regional Infrastructure Strategy*	▪ *RTP Funding Strategy*
• *Urban & Rural Reserve Designations* • *Local aspirations in UGB*	▪ *RTP System Development*

In addition, Metro is in the process of developing a unified performance measurement system (PMS) to measure the effectiveness of agency activities. The Metro Council developed a set of result-oriented goals and objectives, updated in 2006, to strategically focus Metro's resources to achieve the outcomes of great places, a healthy environment and economic vitality in the Portland metropolitan region. These goals and objectives, along with the critical success factors that direct Metro's internal operations, will guide Metro's activities as a regional government. Eventually the PMS will be used to guide the agency budget process to ensure the agency's resources are allocated most effectively to achieve desired outcomes. The RTP performance measures work will continue to be coordinated with this broader agency-wide effort.

Other Metro planning activities that will be coordinated with the 2035 RTP update include:

- completion of the regional plan for freight and goods movement *(Spring/Summer '08)*
- development of a Regional Transportation System Management and Operations (TSMO) Plan (*(Spring/Summer '09)*; and
- development of the High Capacity Transit System Plan for the region *(Winter '09)*.

Each of these efforts will be designed to specifically produce policy refinements, projects and strategies that can be amended into the RTP. The needs assessment work for these projects will be coordinated with system analysis conducted as part of the 2035 RTP.

1.8 POST-ADOPTION IMPLEMENTATION ACTIVITIES

The final RTP adoption will trigger a number of follow-up activities at the state, regional and local level. Each of these activities will include a public involvement process. The following is a summary of the other planning processes that will be affected by the 2035 RTP and their respective relationship to the RTP.

1.8.1 RTP and the Metropolitan Transportation Improvement Program

The fundamental building block for funding transportation improvements in Portland Metropolitan region is the RTP. An important tool in implementing the RTP is the Metropolitan Transportation Improvement Program (MTIP). The MTIP schedules and identifies funding sources for projects of regional significance to be built during a four-year period. Federal law requires that all projects using federal funds be included in the MTIP. Projects in the MTIP must be included in the RTP financially constrained system.

While the financially constrained system should provide the basis for most MTIP funding decisions, other projects from the RTP may be selected for funding. In this event, the RTP financially constrained system will be amended to include the project or projects. In addition, when amending the financially constrained system, continued financial constraint must be demonstrated by identifying additional revenues or removal of other projects from the financially constrained system. Such amendments to the RTP also require a conformity determination of compliance with federal and state air quality regulations, except in the case of exempt projects.

1.8.2 Corridor Refinement Plans

The Transportation Planning Rule (TPR) defines "refinement plans" as "an amendment to a TSP which resolves, at a systems level, determinations on function, mode, or general location which where deferred

during transportation system planning because detailed information needed to make those determinations could not be reasonably obtained during the process." The 2004 RTP identifies 18 corridor refinement plans. An effort will be made to reduce the number of corridor refinement plans carried forward into the 2035 RTP to provide more certainty to future local, regional and state planning efforts.

Refinement plans are sometimes warranted before specific projects or actions that meet an identified transportation need can be adopted into the RTP. The plans involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Metro and ODOT generally initiate and lead necessary refinement planning in coordination with affected local, regional and state agencies. Examples of corridor refinement plans currently underway include: the Columbia River Crossing project, I-5/99W Connector and the Sunrise Project.

1.8.3 Transportation Project Development

The Transportation Planning Rule (TPR) defines "transportation project development" as "implementing the transportation system plan (TSP) by determining the precise location, alignment and preliminary design of improvements included in the TSP based on site-specific engineering and environmental studies. In some cases, specific transportation solutions cannot be settled as part of the RTP update due to the level of analysis required to make that determination. In these cases, a proposed project undergoes a more detailed analysis of the project's social, environmental, community and economic impacts and various project alternatives. For these corridors, "placeholder" solutions and rough cost estimates will be included in the list of RTP projects. After a project has successfully passed through this phase, it may move forward to right-of-ay and construction phases.

1.8.4 Local Transportation System Plans

Transportation System Plans (TSPs) are long-range plans that guide multi-modal transportation investments at the local level. The state Transportation Planning Rule requires most cities and counties in the Metro region to complete TSPs. These plans must be consistent with RTP (and OTP) policies, projects and performance measures. Local TSPs must identify transportation needs for a 20-year planning period, including needs for regional travel within the local jurisdiction. TSPs combine the best transportation improvements that address a need, and are consistent with overall local comprehensive plan objectives. TSPs may also identify refinements to the regional transportation system to be incorporated during the next RTP update.

Table 2 provides a general outline of the respective roles of the RTP, Metropolitan Transportation Improvement Program (MTIP), corridor refinement plans and local transportation system plans (TSPs).

Table 2. Key RTP Implementation Activities

Activity	Major Focus
Regional Transportation Plan	▪ *Establishes overall long-term transportation policy for region.* ▪ *Defines regional system elements that provide backbone for local systems.* ▪ *Defines regional mobility corridor management and refinement planning agenda.*
Metropolitan Transportation Improvement Program	▪ *Schedules and identifies funding sources for projects of regional significance to be built during a four-year period.* ▪ *Includes all projects using federal funds, including funds* that *ODOT allocates through the STIP, public transportation funds administered by the transit agencies TriMet and SMART, and regional "flexible funds" that Metro allocates every two years through its Regional Flexible Funds (RFF) process.* ▪ *MTIP projects must be in RTP financially constrained system.*

Activity	Major Focus
Corridor Refinement Plan	▪ *Recommends amendments to RTP in the form of policy and projects.* ▪ *Coordinated with mobility corridor management strategies and Congestion Management Program (CMP).*
Transportation Project Development	▪ *Responds to general RTP directive about need, function, mode and general location by developing detailed corridor or corridor segment solutions.* ▪ *Completes environmental work consistent with the National Environmental Policy Act (NEPA), including preparation of an environmental impact statement or environmental assessment.* ▪ *Develops detailed corridor specific management strategies, such as transportation system management and operations (TSMO) plan, access management plan or interchange area management plan (IAMP).* ▪ *Completes preliminary engineering by determining the precise location, alignment and preliminary design of improvements based on site-specific engineering and environmental studies.* ▪ *Conducts right-of-way acquisition activities.*
Local Transportation System Plan	▪ *Establishes local transportation policy.* ▪ *Defines local system as a complement to the region system.* ▪ *Further develops solutions identified at the RTP level.* ▪ *Identifies refinements for next RTP update.*

2.0 TECHNICAL ANALYSIS AND POLICY DEVELOPMENT TASKS

This section summarizes the major technical and policy development tasks to be completed during the state component of the 2035 RTP update. The tasks were developed in consultation with the Metro Advisory Committees and ODOT and DLCD staff. The tasks described in this section will be integrated with the public participation plan described in **Section 3.0.**

TASK 1: RTP FUNDING FRAMEWORK AND STRATEGY DEVELOPMENT (MARCH '08 – MARCH '09)

Transportation finance must undergo significant change over the life of the Regional Transportation Plan (RTP). The RTP update process has addressed financial realities from the outset, recognizing that federal, state and local funding for infrastructure investments is not keeping pace with needs, particularly for operations, maintenance and preservation (OM&P) of existing public assets but also needed expansion of the system. Fragmented ownership and inadequate funding mechanisms pose additional challenges to providing an efficient and well-coordinated transportation system. In addition to raising issues around funding of transportation capital and OM&P needs, the federal component of the 2035 RTP also identified a more than $7 billion capital shortfall.

This work program will address the growing disconnect between funding shortfalls and governance of the region's transportation system to define a long-term strategy to funded needed investments in order to successfully implement the 2040 Growth Concept and sustain the region's economic prosperity and livability. The state component of the RTP update will seek to develop innovative and stable funding sources to address current and future transportation needs. The fundamental state requirement for the RTP is to develop a plan that is adequate to serve planned land uses. In addition, the region (through the RTP) and local governments (in local transportation system plans) must have a financing strategy that supports implementation of local and regional plans.

Major objectives of this task are to:

- Strengthen the relationship between transportation policies and projects in the RTP and transportation funding decisions.
- Confirm the regional transportation system definition.
- Reach agreement on funding responsibility for different elements of the regional system.
- Establish an array of transportation finance options and evaluate options for feasibility and ability to address the finance shortfalls.
- Define what funding sources should be targeted to meet the various transportation needs in the region.
- Define long-term action plan for investment priorities and list of "reasonably likely" investments.

TASK 2: RTP BICYCLE POLICY REFINEMENT (MARCH – MAY '08)

The role of bicycling in the regional transportation system has grown greatly in recent years and will continue to grow as the region addresses looming environmental, economic and public health concerns. Background research and outreach for the 2035 RTP update determined that greater levels of bicycle infrastructure have led to increased ridership and safety, but that challenges remain. New bicycle facilities have not been built as fast as growth in ridership. Many suburban areas face obstacles due to a lack of connecting streets and large auto-focused intersections. All across the region, there may be a large number of potential cyclists being left out, since they do not feel safe using bicycle lanes on high-traffic/high-speed arterials.

RTP Bicycle policy responded to these challenges by acknowledging that arterials are not always the best routes for bikeways, but maintaining that the regional bicycle system corresponds to the arterial network (and multi-use trails). The RTP has a responsibility to provide continuous bicycle connections on arterial streets, which are usually the best connections to regional destinations along corridors as defined in the 2040 Growth Concept. The RTP calls for bikeway gaps to be addressed through bicycle lanes, or bicycle boulevards on parallel collector/local streets off of the regional system when there are right-of-way constraints or when arterial spacing guidelines are not met. The RTP also calls for future analysis of "user preferences and behavioral responses to bikeways on low and high traffic streets." During the public comment period for the federal component of the RTP update, Metro received several comments regarding its bicycle policy, including arguments for why it does not adequately address recent trends regarding bicyclists travel behavior.

Major objectives of this task are to:

- Address unresolved bicycle policy issues from federal component public comment period, including safety, route spacing and intermodal connections.
- Achieve consensus for a regional bicycle system and policy that addresses concerns of the BTA and City of Portland and works for the entire region.
- Recommend refinements to RTP bicycle system policies, including an updated RTP bicycle system map and Potential Actions to reflect updated policy.

TASK 3: RTP EVALUATION FRAMEWORK DEVELOPMENT (JANUARY – MAY '08)

The 2035 Regional Transportation Plan (RTP) update is embracing new ways to think holistically and strategically about how best to efficiently and effectively move people and freight around and through the Portland metropolitan region. A key element is the development and application of an outcomes-based

evaluation framework that will serve as the basis for identifying and evaluating transportation needs, guiding the region's investment decisions and monitoring plan implementation over time.

The RTP refers to the process of plan development, evaluation and monitoring over time as "performance management." Within this framework, the RTP uses "goal," "objective," "indicator," "performance measure," and "benchmark" to label the distinct elements of the RTP outcomes-based evaluation framework. To meet state planning requirements, the RTP must demonstrate that it defines an adequate transportation system to serve planned land uses. Additional work is needed to identify an aggregate set of performance measures to make this determination, evaluate system performance, and also consider a broader set of potential benefits and negative impacts.

Through evaluation and monitoring, the region will come to better understand the extent to which investments in the transportation system are achieving desired outcomes (as expressed in the RTP Goals and Objectives) and the best return on public investments. This work will also satisfies benchmarks mandated by the Oregon Transportation Planning Rule (TPR) and federal requirements to establish a performance monitoring system as part of the region's Congestion Management Process (CMP) Program.

Major objectives of this task are to:

- Develop an outcomes-based evaluation framework that uses performance measurement to monitor overall system performance and 2040 Growth Concept implementation, assess regional transportation needs and deficiencies, and prioritize regional transportation investments.
- Establish three layers of performance measures – region-wide, mobility corridors and community building that are directly tied to RTP Goals and Objectives and coordinated with the Performance-Based Growth Management Framework.
- Develop a mobility corridor atlas to organize reporting of current and future performance to use as a diagnostic tool and meet on-going Congestion Management Process (CMP) monitoring requirements.
- Evaluate the proposed performance measures in the context of consistency with the State Transportation Planning Rule's standards for increasing the availability of transportation choices and reducing automobile reliance[5] and the Oregon Highway Plan Mobility Standards, including Actions 1F.3 and 1F.6[6].

TASK 4: RTP INVESTMENT SCENARIOS ANALYSIS (MARCH-NOVEMBER 2008)

The RTP investment scenarios analysis is intended to provide policy makers with better information about new 2035 RTP policies and the implications of different transportation policy choices. The analysis is intended to evaluate the effects of distinct transportation policy choices on the future of the Portland metropolitan region as part of testing the new RTP policies approved in the federal component of the update. This analysis will examine a series of four conceptual motor vehicle and transit systems for their ability to serve forecast 2035 population and employment growth and support the 2040 Growth Concept. Each of the four scenarios is based on a "What if" policy-theme focus from the 2035 RTP, resulting in a distinct mix and level of transit service, motor vehicle system investments and system management strategies in each scenario. The analysis will be conducted simultaneously with other *Making the Greatest*

[5] See 0060-012-035(4) and (5).

[6] Action 1F.3 refers to potential alternative highway mobility standards and Action 1F.6 refers to the performance standard to "avoid further degradation" when transportation improvements are not planned within the planning horizon to meet adopted performance standard(s).

Place "Cause and Effect" land use scenarios and analysis to be conducted as part of the High Capacity Transit System Plan in Task 5.

Methodology

MPAC, JPACT and the Metro Council will provide direction on the policy variables to be tested in each of the scenarios. The RTP scenarios will be developed with the regional travel demand model for the purpose of modeling and analysis. The Metroscope model will be used to evaluate the land use effects of each of the transportation networks. Geographic Information System (GIS) will be used to evaluate the potential environmental impacts. This approach will allow a comprehensive analysis of the relative strengths and weaknesses of each scenario in achieving the RTP goals.

The results of the analysis will be reported using the RTP Outcomes-Based Evaluation Framework developed in Task 3. Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through this analysis. The RTP investment scenarios analysis is also intended to be a starting point for the System Development Phase of the RTP process, which includes analysis of 2 to 3 "hybrid" alternatives in Task 6.

Major objectives of this task are to:

- Evaluate distinct transportation investment policy choices that frame the boundaries of the political landscape and public opinion.
- Test RTP policies to better understand the effect of different transportation investments packages on travel behavior and development patterns.
- Test proposed performance measures to determine which measures can best evaluate whether the transportation system is successful in meeting regional goals and policies.
- Evaluate the relative effect and cost of different transportation investments packages in order to recommend what combinations of investments, tools and strategies are needed to best support the 2040 Growth Concept and other regional goals and policies.
- Provide recommendations to guide RTP System Development ("RTP hybrid analysis" and development of recommended alternative).

TASK 5: HIGH CAPACITY TRANSIT SYSTEM PLAN (DECEMBER 2008 – APRIL 2009)

The Regional High Capacity Transit System Plan task is designed to guide future regional high capacity transit capital investments, which could include bus rapid transit, streetcar, light rail, and commuter rail, by evaluating and prioritizing new projects and extensions to existing lines using the RTP as a base. Transit has a significant role in supporting the 2040 Regional Growth Concept. The 2040 Growth Concept calls for focusing future growth in the Central City, regional and town centers, station communities, and 2040 corridors. The regional street system has carried public transit for more than a century, beginning with the streetcars in 1872 and evolving into a combination of vans, buses, streetcars, an aerial tram, light rail and commuter rail today.

The regional transit system concept presented in the 2035 Regional Transportation Plan (RTP) responds to significant growth in population and jobs in the areas outside of the Portland Central City. The regional transit system concept calls for fast and reliable high capacity transit connections between the central city and regional centers that serves longer regional trips at a higher operating speed than regional bus service. In addition, the concept calls for convenient and reliable regional transit bus service on the majority of the regional arterial system. Streetcars are also being considered within the City of Portland through a separate Streetcar System Plan. All of these services require passenger infrastructure at stops and stations and a pedestrian system that connects to adjacent streets and neighborhoods.

Although streetcar is not considered to be HCT in the RTP, this planning process will analyze streetcar based on HCT performance criteria. The plan will analyze HCT cost and ridership, transit markets, safety

and security, land use, financial feasibility, traffic/freight impacts, and include a public and jurisdictional involvement process. This study will be conducted as part of the state component of the 2035 Regional Transportation Plan update and will be closely coordinated with a Streetcar System Plan that is under development by the City of Portland. An amendment to the RTP may result.

Major objectives of this task are to:

- Test HCT policies defined in federal 2035 RTP to determine effect on transit performance, and ability to support broader mobility, land use, and urban form objectives.
- Develop and test new HCT and complementary bus service expansion concepts, including HCT to town centers, defined through HCT system plan.
- Recommend refinements and/or amendments to 2035 RTP transit policies and projects through the HCT development of concepts.
- Prioritize regional HCT projects for future investment and recommend funding strategies to implement needed investments.

TASK 6: RTP SYSTEM DEVELOPMENT (DECEMBER 2008 – APRIL 2009)

The "cause and effect" understanding gained through Tasks 4 and 5 will guide the design and analysis of subsequent "RTP hybrid alternatives." The "hybrid analysis" will consider "blended" packages of transportation investments together with different levels of funding and, to the extent possible, land use variations identified through the Urban/Rural reserve track of the *Making the Greatest Place* effort. The "hybrid analysis" will draw from the current RTP investment pool and new ideas/strategies explored in the "Cause and Effect" scenarios to develop more realistic, yet ambitious combinations of transportation investments to implement the 2040 Growth Concept vision and meet state planning requirements. The analysis will inform development of a recommended "state" system of transportation investments and identification of the tools and actions needed to best support the 2040 Growth Concept vision for land use, transportation, the economy and the environment.

Major objectives of this task are to:

- Identify needs and deficiencies in the regional transportation system and develop recommended solutions and strategies to address them in support of the Region 2040 Growth Concept.
- Reconsider projects in the current RTP based on revenue availability, public priorities and *Making the Greatest Place* policy direction.
- Prioritize infrastructure, system management and demand management projects and programs for all travel modes to meet the desired outcomes and implement the *Making the Greatest Place* policy direction.
- Draft findings of compliance with Oregon's Statewide Planning Goals, the Transportation Planning Rule (TPR), state transportation plans and the Federal SAFETEA-LU provisions.

TASK 7: RTP ADOPTION PROCESS (SEPTEMBER – DECEMBER 2009)

This task is focused on a formal 45-day public comment period on a discussion draft 2035 RTP. Public hearings will be conducted in each of the three counties and the City of Portland on the review draft. The Metro Council and local elected officials on JPACT and MPAC will host these hearings as part of regular meetings. An open house-style "listening post" accompanying each hearing will feature informational displays about the process, technical analysis and recommended draft plan.

Major objectives of this task are to:

- Provide an opportunity for interested parties to express ideas and concerns about the discussion draft plan policies, projects and implementation strategies.
- Provide detailed information about the 2035 RTP update, decision-making process, technical analysis and project timeline.
- Compile a public comment report that responds to all comments received prior to the final decision by MPAC, JPACT and the Metro Council.

TASK 8: POST-ADOPTION FEDERAL AND STATE CONSULTATION (DECEMBER 2009 – MAY 2010)

This task is focus on documenting compliance with federal and state planning requirements. LCDC has been requested to consider the 2035 RT under periodic review.

Major objectives of this task are to:

- Complete air quality conformity determination to corroborate that the updated plan meets federal and state air quality requirements.
- Provide an opportunity for interested parties to comment the results of the air quality conformity determination and document all public comments received prior to approval of the conformity determination by JPACT and the Metro Council.
- Document compliance with Oregon's Statewide Planning Goals, the Transportation Planning Rule (TPR), state transportation plans and the Federal SAFETEA-LU provisions.

3.0 PUBLIC PARTICIPATION PLAN COMPONENTS

Successful outcomes of this ambitious RTP update process depend on the active participation of state, regional and local decision makers, transportation providers, professional staff, other stakeholders, residents of the region and transportation users. This section describes the stakeholder engagement and outreach components that will inform development of an updated 2035 RTP plan and support the decision-making role of the Metro Council, Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC). The plan was developed in consultation with the Metro Committee for Citizen Involvement and Metro Advisory Committees.

Major objectives of the public participation plan are:

- Ensure that all the public participation requirements are met as articulated in SAFETEA-LU, the Metro Public Involvement Policy for Transportation Planning, Title VI of the Civil Rights Act and the Environmental Justice Executive Order.
- Obtain meaningful input from stakeholders and the general public to inform the update process at key junctures and decision points, to ensure that the RTP reflects broad regional views, projected transportation needs and realistic funding strategies.
- Clearly communicate key issues and findings to stakeholders and the general public to ensure transparency throughout the decision-making process.
- Ensure adequate public notice of public review and comment opportunities.
- Ensure that the general public, including populations traditionally under-represented in transportation decision-making, have opportunities for adequate and effective involvement and that their perspectives reach decision-makers.

Key public participation events held during development of the federal component of the RTP included two regional forums, a series of stakeholder workshops, a scientific public opinion survey, a mobility workshop, presentations to business and community groups, and public open houses and hearings. The

state component of the RTP will continue to emphasize collaboration with public and private sector leaders, community groups, businesses and residents of the region, and includes a strong educational component.

A variety of engagement methods will be used throughout the remainder of the process. Metro will offer continual updates and periodic interactive feedback opportunities on the project website; educational packets, technical workshops, and structured conversations to solicit input from and provide information to state and local governments and other key stakeholders (business groups and freight transporters, transportation users and residents of the region); updates in electronic newsletters distributed through a list of self-identified interested parties; articles in Metro Councilor newsletters; editorial briefings with major media; and presentations by Metro Councilors and transportation planning staff.

The state component of the RTP will eventually be integrated with the federal RTP, which may be refined based on analyses conducted as part of updating the state component. A public review draft of the final RTP will be released for a 45-day public comment period in Fall 2009. Comments will be gathered through an online form, by fax, U.S. mail, email and oral testimony opportunities at formal hearings.

Schedule of key outreach/involvement activities

2008

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Structured Conversations										●		
Web-page status reports	●	●	●	●	●	●	●	●	●	●	●	●
E-newsletters			●		●			●			●	
Interactive feedback (Web)					.			●			●	
Media outreach								●			●	

2009

Listening Posts					●				●	●		
Web-page status reports	●	●	●	●	●	●	●	●	●	●	●	●
E-newsletters	●		●		●		●		●		●	
Interactive feedback (Web)					●							
Public comment/hearings									●	●		.
Media outreach					●				●	●	●	●

Audience

Main audience: 25 cities, 3 counties, 5 transit districts and port districts that serve the Portland-Vancouver metropolitan region as well as state and federal regulatory agencies.

Methods of communicating with/involving this audience: Local, state and federal government participation will be coordinated through meetings, discussions and presentations at Metro advisory committees—MTAC, TPAC, MPAC, JPACT—county coordinating committees, technical work groups and briefings of the Oregon Transportation Commission (OTC) and Land Conservation and Development Commission (LCDC). Other methods will include elected officials events, technical workshops, fact sheets and issue papers.

Secondary audience: The City of Vancouver, Clark County, Washington and the Southwest Regional Transportation Council, community-based organizations and advocacy groups; transportation users such as the freight and business community; the general public including traditionally underrepresented groups.

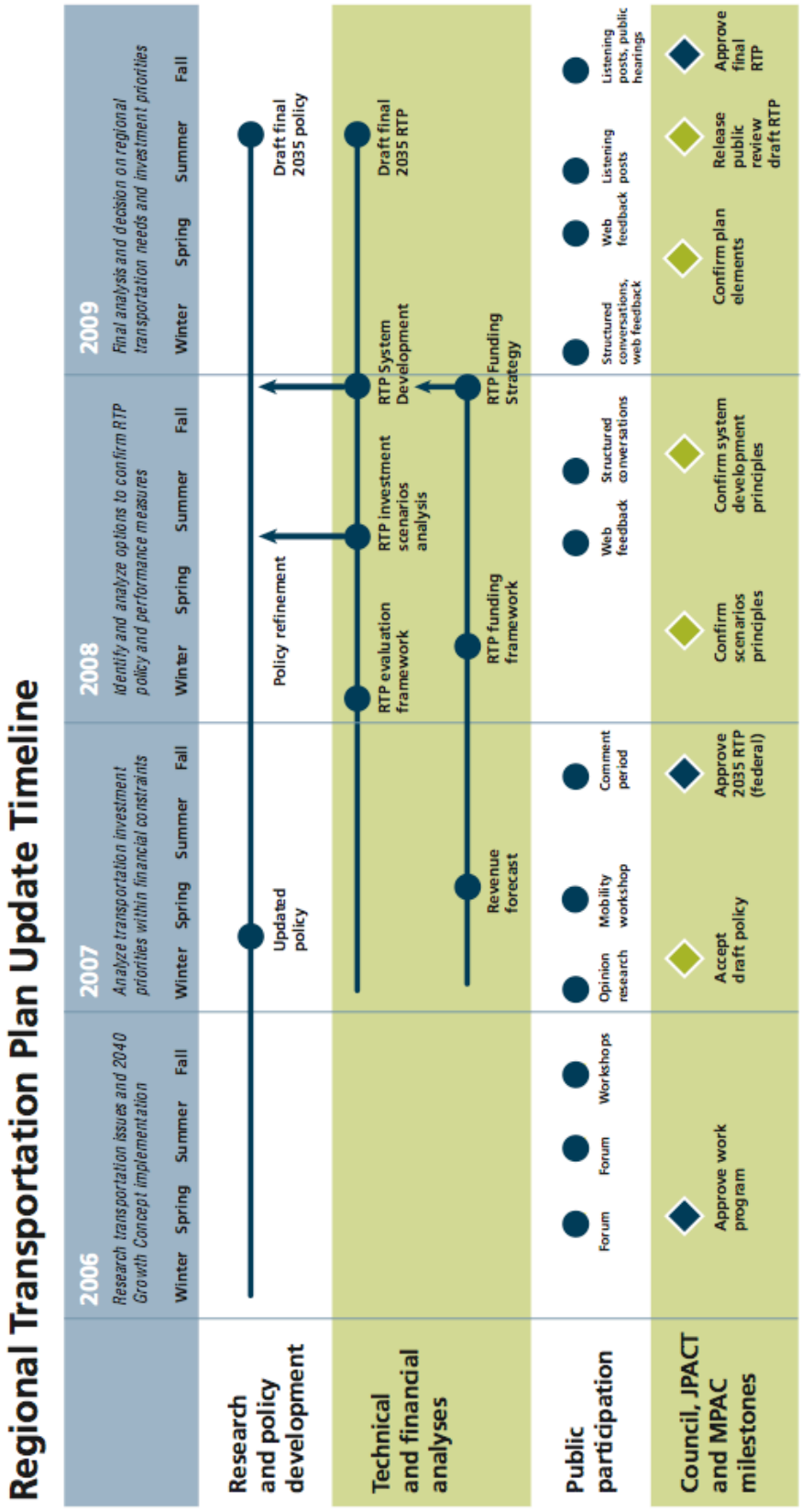
Methods of communicating with/involving this audience: Metro website (information and interactive offerings); visuals, structured conversations, fact sheets, e-newsletters, civic journalism in community and major newspapers, presentations, and a public comment period that includes listening posts and public hearings.

Underserved groups to be considered: Elderly and disabled people; minority, low income and non-English-speaking groups.

Methods of communicating with/involving this audience: The RTP update process will proactively promote equity in the decision-making process. Notices will be distributed through community newspapers, with structured conversations and topical workshops designed to solicit feedback from traditionally under-represented populations at key decision points. Key fact sheets and other relevant materials will be translated into to Spanish as needed, and made available on Metro's project website and through community-based organizations.

Final program or project implementation/policy decision date: MPAC, JPACT and the Metro Council adopt the RTP in December 2009, pending completion of the federally required Air Quality Conformity Determination and formal consultation with the U.S. Department of Transportation and the Land Conservation and Development Commission.

ATTACHMENT 1



2035 Regional Transportation Plan Update
State Component Work Program
Appendix

April 2, 2008

METRO
PEOPLE PLACES • OPEN SPACES

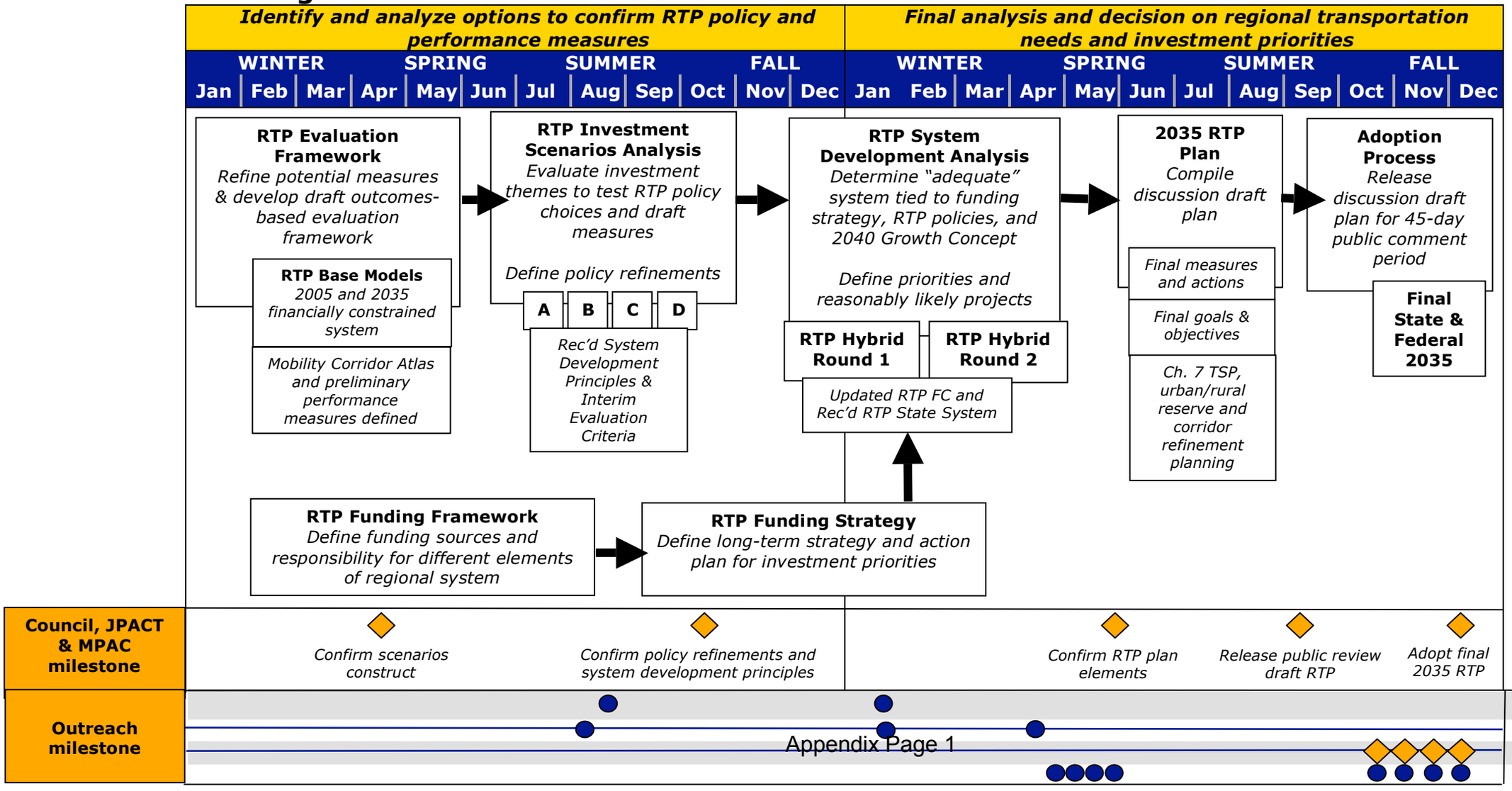
Key Milestones for State Component of 2035 Regional Transportation Plan

Updated April 2, 2008

Project Timeline

January 2008 — **December 2009**

2008-09 Work Program Milestones



2035 RTP Funding Strategy Work Program

Updated 3/4/08

OVERVIEW

Transportation finance must undergo significant change over the life of the Regional Transportation Plan (RTP). The RTP update process has addressed financial realities from the outset, recognizing that federal, state and local funding for infrastructure investments is not keeping pace with needs, particularly for operations, maintenance and preservation (OM&P) of existing public assets but also needed expansion of the system. Fragmented ownership and inadequate funding mechanisms pose additional challenges to providing an efficient and well-coordinated transportation system. In addition to raising issues around funding of transportation capital and OM&P needs, the federal component of the 2035 RTP also identified the need to define the regional transportation system and establish funding responsibility for facilities on the state, regional, and local transportation system.

This work program will address the growing disconnect between funding shortfalls and governance of the region's transportation system to define a long-term strategy to funded needed investments in order to successfully implement the 2040 Growth Concept and sustain the region's economic prosperity and livability.

EXISTING SOURCES OF REVENUE ARE NOT ADEQUATE TO MAINTAIN AND EXPAND THE EXISTING TRANSPORTATION SYSTEM

ECONorthwest investigated current resources and transportation funding trends, determined the reasonably anticipated local, regional, state and federal financial resources that would result from current funding trends and estimated the amount of funding that is expected to be available for capital projects for the years 2007-2035. Financially constrained revenues for capital investments were forecasted to be roughly $9 billion.

The federal component of the 2035 RTP used two significant assumptions about expected revenue in addition to continuing current trends. It assumed a one-cent per year increase in the state gas tax over the life of the plan to address rising operations, maintenance and preservation (OM&P) costs. It also assumed a biennial $15 increase in the state vehicle registration fee every 8 years to fund modernization of the system. In addition, previous federal authorization levels served as a baseline for future expected revenues. With these revenue assumptions, a funding shortfall of $11 billion was identified. The federal 2035 RTP identifies needs for the Metro region's transportation system in excess of $20 billion. This only represents the capital needs of the regional transportation system.

In addition, the federal component of the 2035 RTP highlighted the need to better address issues of OM&P, as an annual one-cent gas tax increase for the life of the plan is not likely. Another issue of both OM&P and capital investment is the maintenance for the major bridges that serve regional travel, particularly bridges spanning the Willamette River. There is additional need to develop a long-term strategy for maintaining these regional bridges.

NEW INNOVATIVE AND COLLABORATIVE SOLUTIONS ARE NEEDED TO PAY FOR PUBLIC INVESTMENTS THAT WILL ENABLE COMMUNITIES TO DEVELOP AND THRIVE

The region's funding gap is so significant, the region needs to use very tool at our disposal to adequately address current and future transportation needs in support of the 2040 Growth Concept. New funding strategies, enhanced public and private collaborations and stronger public support for seeking new revenue sources must be developed to maintain existing transportation assets as well as to pay for major system investments.

These and other key transportation finance issues will be the focus of additional policy discussions during the state component of the RTP update. The state component of the RTP update will seek to develop innovative and stable funding sources to address current and future transportation needs. The fundamental state requirement for the RTP is to develop a plan that is adequate to serve planned land uses. In addition, the region (through the RTP) and local governments (in local transportation system plans) must have a financing strategy that supports implementation of the plans.

As part of the state component of the RTP update, Metro will facilitate discussions to confirm the definition of the regional transportation system and identify funding sources and jurisdictional responsibility for different elements of the regional system. This work will use the existing RTP System maps as a starting point for those discussions. The next step will be to explore various options for addressing the $11 billion capital shortfall as well as the increasing cost of OM&P identified as part of the federal RTP. The goal is to establish a long-term strategy for providing the revenue needed to address the capital and OM&P shortfalls.

A more diverse portfolio of resources will be needed to reliably support transportation needs in the long-term. This includes alternatives to fuel taxes, as those sources of funding become less viable. Large, mega-projects that will make significant contributions to sustaining the region's economic competitiveness will be increasingly unable to compete for limited funding to maintain a state of good repair, operate the existing transportation system and expand other parts of the transportation system to respond to growth. Examples of the types of funding options that could be examined include: tolling and value pricing, gas tax increase, regional ballot measure, street utility fees for OM&P, creation of a regional transportation authority, and system development charges for all expansion of arterial and collectors to meet population growth projections. New technologies and other innovative finance options will continue to evolve which will expand opportunities to directly assess users of the transportation system, while better managing operation of the transportation system.

OBJECTIVES

The major objectives of the work program are:

- ✓ Strengthen the relationship between transportation policies and projects in the RTP and transportation funding decisions.
- ✓ Confirm the regional transportation system definition.
- ✓ Reach agreement on funding responsibility for different elements of the regional system.
- ✓ Establish an array of transportation finance options and evaluate options for feasibility and ability to address the finance shortfalls.
- ✓ Define what funding sources should be targeted to meet the various transportation needs in the region.
- ✓ Define long-term action plan for investment priorities and list of "reasonably likely" investments.

PROCESS AND SCHEDULE

This element of the RTP update will create a framework for addressing the funding issues identified during the federal RTP update and develop a comprehensive, long-term funding strategy for operations, maintenance and preservation of existing public assets and the transportation projects and programs recommended in the final 2035 RTP. This work will be coordinated with the Regional Infrastructure Analysis project and development of a short-term action plan to guide pursuing funding through the federal reauthorization, the 2009 legislature and a potential regional measure. This work program would provide input to the state RTP by addressing the question "what is reasonably likely to be funded"

consistent with 2006 amendments to the State Transportation Planning Rule. The recommended strategy will also effectively link land use and transportation investment decisions to maximize and protect the public's investment in the transportation system.

TASK 1: DEFINE RTP FUNDING FRAMEWORK (MARCH – SEPTEMBER 2008)

- Confirm the regional system definition using the existing RTP Systems maps and February 1 JPACT retreat direction as a starting point.

- Define responsibility for each part of the regional system: state, regional, and local.

- Define potential range of funding sources, discuss choices and the tradeoffs associated with each and link to responsibility for different parts of the system:

    - Traditional user fees (gas tax, VMT fees, registration fees) and our share of this regional resource or state resource (i.e $0.05 of regional gas tax or 50% of $0.10 state gas tax)
    - Value pricing
    - Street utility fees
    - Growth-related fees (SDC/TIF)
    - Federal sources
    - Potential for Regional Transportation Authority

TASK 2: DEFINE RTP FUNDING STRATEGY (OCTOBER 2008 –APRIL 2009)

- Evaluate different funding source choices and tradeoffs to define how much of each source should go to different elements of the regional system:

    - Maintenance (street utility versus gas tax)
    - Interstate and State Highways (value pricing in coordination with recommendations from ODOT's tolling analysis study)
        - New capacity only
        - Adding new lanes on existing facilities
        - Existing facilities
    - ODOT Regional and District Highways
    - Street network (traditional user fees versus growth-related fees)
    - Regional Bridges (Regional Transportation Authority versus other options)
    - Regional Transit (payroll taxes versus regional bond measure)
    - Regional Bike/Ped/Trails
    - Regional Programs (MPO Planning/RTO/TOD/TSMO which lack dedicated sources)

- Define actions necessary to implement identified revenue sources and document steps taken to date to address the necessary actions.

- Develop long-term action plan for investment priorities, including a project list.

2035 RTP Bicycle Policy Work Program

Updated 2/26/08

Overview

The role of bicycling in the regional transportation system has grown greatly in recent years and will continue to grow as the region addresses looming environmental, economic and public health concerns. Background research and outreach for the 2035 RTP update determined that greater levels of bicycle infrastructure have led to increased ridership and safety, but that challenges remain. New bicycle facilities have not been built as fast as growth in ridership. Many suburban areas face obstacles due to a lack of connecting streets and large auto-focused intersections. All across the region, there may be a large number of potential cyclists being left out, since they do not feel safe using bicycle lanes on high-traffic/high-speed arterials.

RTP Bicycle policy responded to these challenges by acknowledging that arterials are not always the best routes for bikeways, but maintaining that the regional bicycle system corresponds to the arterial network (and multi-use trails). The RTP has a responsibility to provide continuous bicycle connections on arterial streets, which are usually the best connections to regional destinations along corridors as defined in the 2040 Growth Concept. The RTP calls for bikeway gaps to be addressed through bicycle lanes, or bicycle boulevards on parallel collector/local streets off of the regional system when there are right-of-way constraints or when arterial spacing guidelines are not met. The RTP also calls for future analysis of "user preferences and behavioral responses to bikeways on low and high traffic streets."

During the public comment period for the federal component of the RTP update, Metro received several comments regarding its bicycle policy, including arguments for why it does not adequately address recent trends regarding bicyclists travel behavior, which is necessary to increase bicycle mode split and support the 2040 Growth Concept (i.e. some expressed a desire for low-traffic facilities/bicycle boulevards to be included as part of regional system). Metro committed to addressing these comments during the State RTP update.

Objectives

The major objectives of the work program are:

- Address unresolved bicycle policy issues from federal component public comment period
    - Safety - Identify measures to assess perceived safety of the transportation system
    - Route Spacing - Determine whether we can know the ideal spacing for the regional bicycle network, including the areas that lack a well-connected street network
    - Inter-modal Connections - Consider policy for bicycle connections to passenger intermodal facilities (e.g., bike-to-transit connections)
    - Consider suggestions for restructuring regional bicycle network that reflects bicycle travel behavior:
        - Consider classifying regional bicycle network as Intra-regional routes and Intra-center routes (3-mile market area around 2040 centers) and clarify how intra-center routes would work in areas that lack a well-connected street network.
        - Consider developing ½ mile grid network of low-traffic routes prioritized for non-auto travel
- Consider refinements to RTP policy framework
    - Determine how elements of the regional bicycle system (including perhaps bicycle boulevards) fit into the two tracks of the new RTP policy direction / investment strategies:
        - Community Building
        - Regional Mobility Corridors
- Achieve consensus for a regional bicycle system and policy that addresses concerns of the BTA and City of Portland and works for the entire region
- Propose an updated RTP bicycle system map and Potential Actions to reflect updated policy

Schedule

Bicycle Work Team Meeting #1 (March 17th, 1:30-3:30pm, Metro Regional Center, Room 601)
Provide context (history of regional bicycle planning / role of bicycling in 2040 Growth Concept, Current regional bicycle policy, Metro's role in funding bicycle projects; role of Bicycle Work Team in RTP update). Discuss issues raised during federal RTP Public Comment Period. Identify options to address issues

Bicycle Work Team Meeting #2 (April 14, 1:30-3:30pm, Metro Regional Center, Room 270)
Discuss how to adapt results of Meeting #1 into RTP policy framework (i.e. Bikeway designations / Bicycle system map, Mobility/Community building tracks, Potential actions)

Bicycle Work Team Meeting #3, if necessary (May 5th, 2-4pm, Metro Regional Center, Room 270)
Discuss Metro staff proposal and finalize recommendation to TPAC for changes to Regional bicycle policy / Potential actions / Regional bicycle system map

TPAC – Friday May 29th
Present Work Team's Recommendation for changes to Regional Bicycle Policy, Potential actions, Regional bicycle system map

Participants

Local bicycle planners from around the region and select TPAC members/alternates. The meetings are open to the public.

Name	Organization
Gregg Leion	Washington County
Mike Lynch	Multnomah County
Jonathan David	City of Gresham
Brett Kelver	City of Milwaukie
Basil Christopher	ODOT
Michelle Poyourow	Bicycle Transportation Alliance
Scott Hoelscher	Clackamas County
Roger Geller	City of Portland
Margaret Middleton	City of Beaverton
Mike McKillip	City of Tualatin
Alan Lehto	TriMet
Metro Staff	
John Mermin	Metro
Matt Berkow	Metro

2035 RTP Evaluation Framework Work Program

Updated 3/24/08

Overview

The 2035 Regional Transportation Plan (RTP) update is embracing new ways to think holistically and strategically about how best to efficiently and effectively move people and freight around and through the Portland metropolitan region. A key element is the development and application of an outcomes-based evaluation framework that will serve as the basis for identifying and evaluating transportation needs, guiding the region's investment decisions and monitoring plan implementation over time.

The RTP refers to the process of plan development, evaluation and monitoring over time as "performance management." Within this framework, the RTP uses "goal," "objective," "indicator," "performance measure," and "benchmark" to label the distinct elements of the RTP outcomes-based evaluation framework. To meet state planning requirements, the RTP must demonstrate that it defines an adequate transportation system to serve planned land uses. Additional work is needed to identify an aggregate set of performance measures to make this determination, evaluate system performance, and also consider a broader set of potential benefits and negative impacts.

Through evaluation and monitoring, the region will come to better understand the extent to which investments in the transportation system are achieving desired outcomes (as expressed in the RTP Goals and Objectives) and the best return on public investments. This work will also satisfies benchmarks mandated by the Oregon Transportation Planning Rule (TPR) and federal requirements to establish a performance monitoring system as part of the region's Congestion Management Process (CMP) Program.

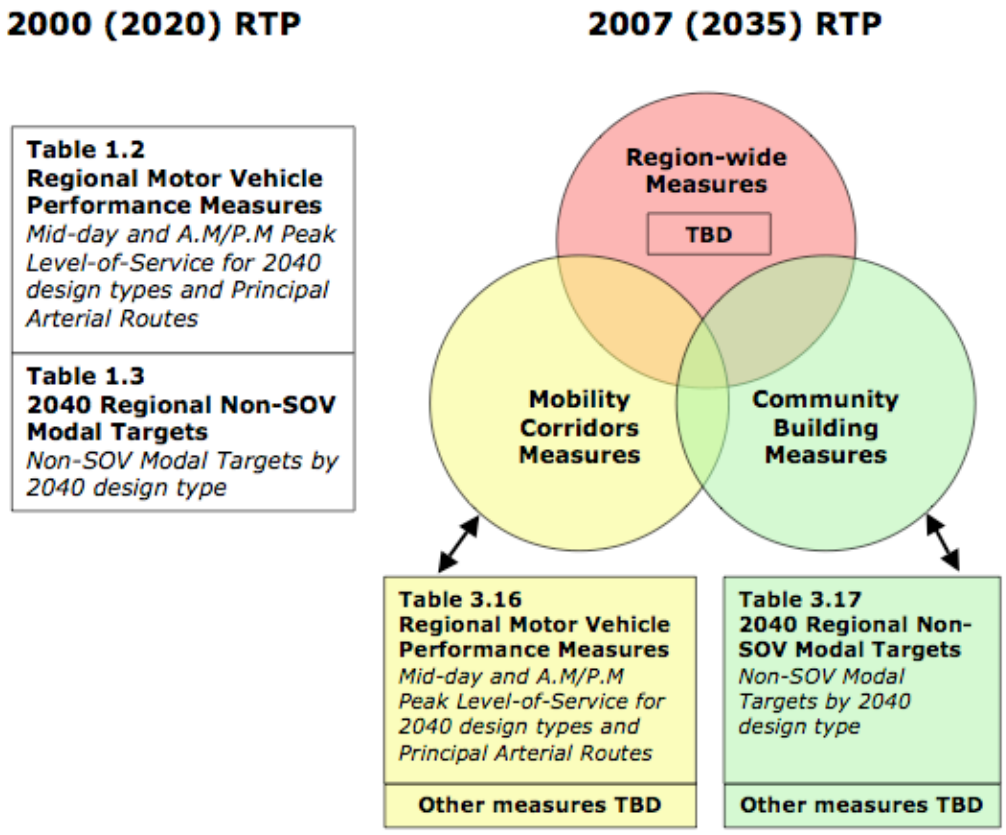
Evolution of RTP Performance Measures

The evaluation framework will be comprised of three complementary layers of performance measurement:

- Region-wide measures
- Mobility corridors measures
- Community building measures

Region-wide measures look at the performance of the entire metropolitan area, allowing us to monitor the plan at a system-level and compare our success with other metropolitan regions of similar size. Region-wide measures are useful on a broad level but do not provide the level of detail to effectively diagnose problems and make decisions. Using the system-level measures identified in the 2000 RTP, the first round of technical analysis for the Federal 2035 RTP demonstrated that system-level measures are no longer sufficient to determine whether investments lead to efficient and reliable corridors in the region or meet other RTP goals. The framework addresses this limitation by including a second layer of measurement directed at specific functions of the transportation system – regional mobility and community building.

Evolution of RTP Performance Measures



Mobility Corridors are transportation corridors centered on the region's network of interstate and state highways that include parallel networks of arterial roadways, high capacity and regional transit routes, and multi-purpose paths. The multi-modal network of corridors is intended to move people and freight between different parts of the region and connect the region with the rest of the state and beyond. They are the workhorses of the region, intended to transport higher volumes of trips over longer distances. The region needs to better understand an individual mobility corridor's elements and performance as well as be able to compare performance across multiple mobility corridors in order to identify the most cost-effective strategies and prioritize investments for the transportation system. The 2000 RTP began this move toward regional mobility corridor measures by adopting a variable level-of-service standard for different facilities and times of day into regional policy.

Community-building measures look at how the physical design of the transportation system fosters an efficient urban form and vibrant communities envisioned in the 2040 Growth Concept. The region needs to monitor how well we are balancing all modes of travel and supporting the desired function and character of planned land uses with our transportation investments. The 2000 RTP began this move toward community-building measures by adopting the 2040 Non-SOV Modal Targets and Area of Special Concern into regional policy.

Objectives

The major objectives of the work program are:

- Develop an outcomes-based evaluation framework that uses performance measurement to monitor overall system performance and 2040 Growth Concept implementation, assess regional transportation needs and deficiencies, and prioritize regional transportation investments.
- Establish three layers of performance measures – region-wide, mobility corridors and community building that are directly tied to RTP Goals and Objectives and coordinated with the Performance-Based Growth Management Framework.
- Develop a mobility corridor atlas to organize reporting of current and future performance to use as a diagnostic tool and meet on-going Congestion Management Process (CMP) monitoring requirements.
- Evaluate the proposed performance measures in the context of the State Transportation Planning Rule's alternative mobility standards.

Process and Schedule

The RTP Performance Measure (PM) Work Group comprised of TPAC and MTAC members/alternates, and other key stakeholders are leading the effort to identify performance measures in this framework. This work group will advance recommendations for discussion and approval by JPACT, MPAC and Metro Council. The process for developing, testing and refining the performance measures will be iterative throughout the RTP update process, and coordinated with the Performance-Based Growth Management work that is also underway.

Development of the RTP Evaluation Framework and corresponding performance measures will occur in six steps during the next two years.

- **Step 1 – Scoping** – Completed February '08
  Define issues to be addressed and develop a conceptual framework for identifying performance measures and mobility corridors.
- **Step 2 –Evaluation Framework Development** – March '08 to June '08
  Develop a preliminary set of diagnostic performance measures that can be evaluated in RTP Investment Scenarios analysis and applied in Mobility Corridor Atlas.
- **Step 3 – Evaluation Framework Assessment** – July '08 to September '08
  Apply preliminary performance measure framework to base year and future year RTP Investment Scenarios and Mobility Corridor Atlas. Evaluate results, refine measures as needed, and confirm data outputs for Mobility Corridor Atlas. Finalize Mobility Corridor Atlas report.
- **Step 4 – Investment Prioritization Criteria Development** – October '08 to January '09
  Using insight from Step 3, develop investment prioritization criteria to guide RTP System Development task.
- **Step 5 – RTP System Development and Evaluation Framework Recommendation**– April '09 to June '09
  Apply Step 4 investment criteria and compare Step 3 base year with Round 1 and Round 2 modeling outputs (region-wide, mobility corridor and community building measures). Finalize evaluation framework and performance measures recommendations (including benchmarks/targets) and identify recommended refinements to state policies. The analysis in this step will inform prioritizing regional transportation investments and result in an updated RTP financially constrained system and recommended RTP state system of investments. Create a

reporting structure that can be used for ongoing CMP monitoring and satisfy benchmarks required by the TPR.

- **Step 6 - – Adoption Process** – October - December '09
  Release discussion draft RTP for public review. Adopt final2035 Regional Transportation Plan and provide direction to the development of local Transportation System Plans and future corridor refinement plans.

Steps 1 and 2 – Scoping and Evaluation Framework Development Meeting Schedule

RTP PM Work Group Meeting #1 – Monday, October 15th, 10:00 a.m. – Noon
Overview of work program, retrospective of RTP performance measures. Review and refine mobility corridor descriptions.

RTP PM Work Group Meeting #2 – Monday, December 3rd, 2:00 p.m. – 4:00 p.m.
Review revised mobility corridor maps. Brainstorm mobility corridor evaluation measures.

RTP PM Work Group Meeting #3 – Monday, February 11th, 10 a.m. to Noon
Review state 2035 RTP schedule. Discuss RTP performance measures approach and expanded work program.

RTP PM Work Group Meeting #4 – Monday March 17th, 10 a.m. to Noon.
Complete performance measure development exercise.

RTP PM Work Group Meeting #5 – Monday April 21st, 2:00 p.m. – 4:00 p.m.
Review and discuss proposed performance measures for evaluation framework.

RTP PM Work Group Meeting #6 – Monday May 12th, 2:00 p.m. – 4:00 p.m.
Finalize recommendations for evaluation framework, to be assessed in Step 3.

TPAC and MTAC – May 2008
Presentation of draft performance evaluation framework

Council, JPACT and MPAC – June 2008
Presentation of draft performance evaluation framework

Step 3–Evaluation Framework Assessment Meeting Schedule

RTP PM Work Group Meetings #7 - #10 – July – August '08
Evaluate results, refine measures as needed, and confirm data outputs for Mobility Corridor Atlas. Finalize Mobility Corridor Atlas report.

Steps 4– Investment Prioritization Criteria Development Meeting Schedule

RTP PM Work Group Meetings #11 - #13 – October '08 – January '09
Develop investment prioritization criteria to guide RTP System Development task.

Steps 5–Evaluation Framework Recommendation Meeting Schedule

RTP PM Work Group Meetings #14 - #16 –April '09 – June '09
Finalize evaluation framework and performance measures recommendations (including benchmarks/targets) and identify recommended refinements to state policies.

Participants

Following is the list of the TPAC and MTAC members/alternates and other expert stakeholders who are participating on the RTP Performance Measures Work Group. The meetings are open to the public.

Frank Angelo	Angelo Planning
Andy Back	Washington County
Al Burns	City of Portland
Ron Carley	Coalition for a Livable Future
Bob Cortright	DLCD
Denny Egner	City of Lake Oswego
Meg Fernekees	DLCD
John Gessner	City of Fairview
John Gillam	City of Portland
Brian Gregor	ODOT
Mara Gross	Coalition for a Livable Future
Jon Holan	City of Forest Grove
Robin McCaffrey	Port of Portland
Kate Dreyfus	City of Gresham
Mike McKillip	City of Tualatin
Lidwien Rahman	ODOT
Satvinder Sandhu	FHWA
Phil Selinger	TriMet
Ron Weinman	Clackamas County

2035 RTP Transportation Investment Scenarios Work Program

Updated 4/2/08

This memorandum outlines a recommended approach for analyzing the 2035 Regional Transportation Plan (RTP) "cause and effect" transportation investment scenarios. The analysis is intended to evaluate the effects of distinct transportation policy choices on the future of the Portland metropolitan region. The analysis will be conducted simultaneously with other *Making the Greatest Place* "Cause and Effect" land use scenarios described in a separate document.

The results of the analysis will be reported using the RTP Outcomes-Based Evaluation Framework being developed by Metro staff and the RTP performance measures work group. The Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council will provide direction on the policy variables to be tested in each of the scenarios.

Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through this analysis. The RTP investment scenarios analysis is also intended to be a starting point for the System Development Phase of the RTP process, which includes analysis of 2 to 3 "hybrid" alternatives in 2009. The "hybrid analysis" in 2009 will consider "blended" packages of transportation investments together with different levels of funding and, to the extent possible, land use variations identified through the Urban/Rural reserve track of the *Making the Greatest Place* effort. The "hybrid analysis" will draw from the current RTP investment pool and new ideas/strategies explored in the "Cause and Effect" scenarios to develop more realistic, yet ambitious combinations of transportation investments to implement the 2040 Growth Concept vision and meet state planning requirements. The analysis will inform development of a recommended "state" system of transportation investments and identification of the tools and actions needed to best support the 2040 Growth Concept vision for land use, transportation, the economy and the environment.

Purpose

The RTP investment scenarios analysis is intended to provide policy makers with better information about new 2035 RTP policies and the implications of different transportation policy choices. Major objectives of the analysis are to:

- Evaluate distinct transportation investment policy choices that frame the boundaries of the political landscape and public opinion.
- Test RTP policies to better understand the effect of different transportation investments packages on travel behavior and development patterns.
- Test proposed performance measures to determine which measures can best evaluate whether the transportation system is successful in meeting regional goals and policies.
- Evaluate the relative effect and cost of different transportation investments packages in order to recommend what combinations of investments, tools and strategies are needed to best support the 2040 Growth Concept and other regional goals and policies.
- Provide recommendations to guide RTP System Development ("RTP hybrid analysis" and development of recommended alternative).

Questions to Answer with RTP "Cause and Effect" Investment Scenarios

The RTP scenarios will help answer policy questions that forecasted growth and fiscal constraints in the region raise about our ability to protect the region's quality of life and economy for current residents and future generations, including:

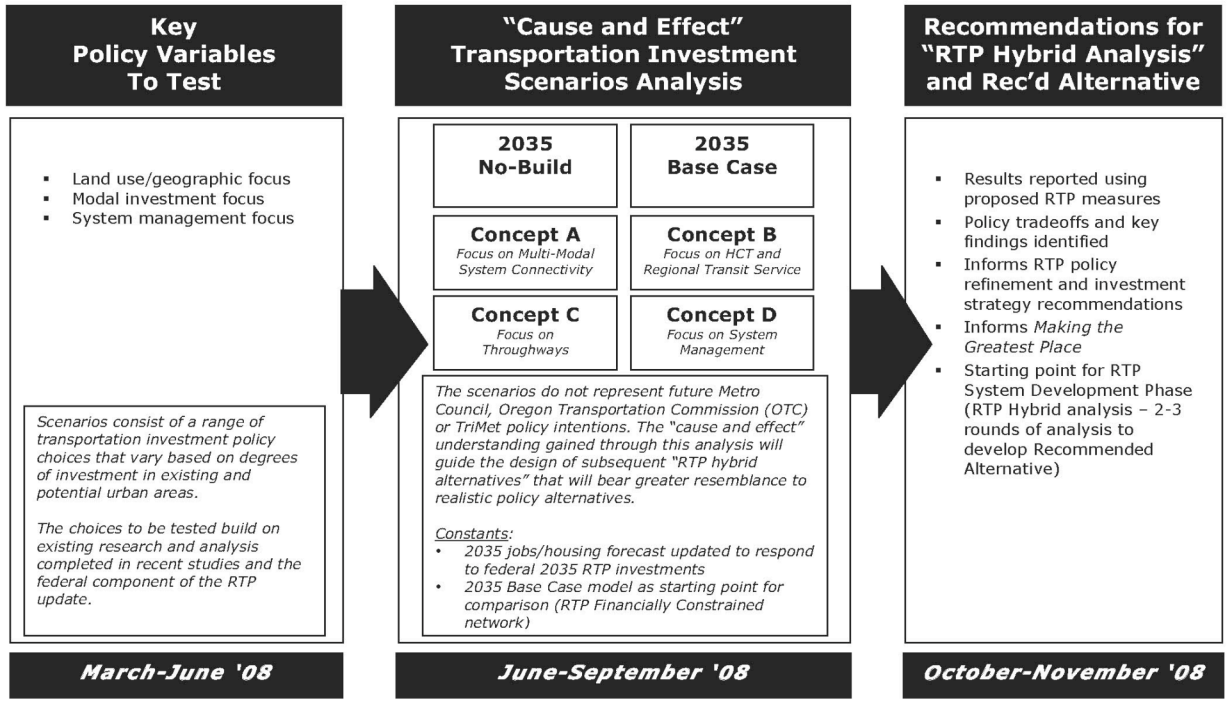
- What strategic transportation investments, in which key locations, best support the 2040 Growth Concept vision for vibrant communities, a healthy economy, transportation choices, and a healthy environment in an equitable and fiscally sustainable manner?
- How will future growth affect the reliability of our transportation system in providing for goods movement and access to work, school and other daily destinations?
- How do investments in major highways and transit affect travel behavior and development patterns in the region? What effect do these investments have on neighboring communities?

- What is the maximum potential for reducing drive-alone travel and optimizing performance of the existing transportation system?
- What indicators can best monitor whether the transportation system is successful in meeting regional goals and policies?

General Construct and Scope

This analysis will examine a series of four conceptual motor vehicle and transit systems for their ability to serve forecast 2035 population and employment growth and support the 2040 Growth Concept. Each of the four scenarios is based on a "What if" policy-theme focus from the 2035 RTP, resulting in a distinct mix and level of transit service, motor vehicle system investments and system management strategies in each scenario. *All scenarios will have significantly more service and system investments than the "No Build" system of investments*. **Figure 1** shows the general construct and timeline for this analysis.

Figure 1. RTP Investment Scenarios Construct and Timeline



Each scenario is initiated by a "what if" question:

- *Concept A* - What if we focused our investments on increasing connectivity for all modes of travel?
- *Concept B* - What if we focused our investments to build out the high capacity transit connections identified in the 2040 Growth Concept and to expand regional transit service to complement the new HCT connections?
- *Concept C* - What if we focused our investments on adding new capacity and connections to the region's throughway system?
- *Concept D* - What if we focused our investments on optimizing the existing system and managing demand?

The four scenarios complement one another, and will be compared to the results of a 2035 No Build scenario and a 2035 Base Case scenario that were developed during the federal component of the 2035

RTP update.[1] The 2035 No-Build assumes no new revenue or investments beyond what has already been committed to transportation projects and programs in the region. The 2035 Base Case scenario assumes the 2035 RTP Financially Constrained System of projects and programs adopted by JPACT and the Metro Council in December 2007. **The scenarios do not represent future Metro Council, Oregon Transportation Commission (OTC) or TriMet policy intentions.**

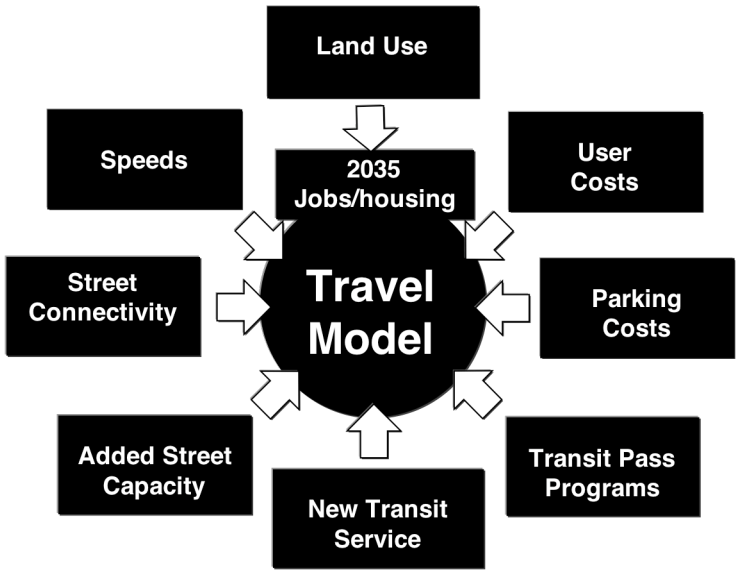
Methodology

MPAC, JPACT and the Metro Council will provide direction on the policy variables to be tested in each of the scenarios. The RTP scenarios will be developed with the regional travel demand model for the purpose of modeling and analysis. The Metroscope model will be used to evaluate the land use effects of each of the transportation networks. This approach will allow a comprehensive analysis of the relative strengths and weaknesses of each scenario in achieving the RTP goals approved by MPAC, JPACT and the Metro Council in December 2007.

Summary of Regional Travel Demand Model

The Metro regional travel demand model forecasts travel volumes, with assignments executed in EMME/3. For travel forecasting purposes, land use assumptions are broken down into geographical areas called transportation analysis zones (TAZs). The EMME/3 model is not sensitive enough to test which policy/pricing/regulatory change is the best, but it can help demonstrate the overall effect of packages of investments. The 2035 land use assumptions will be held constant in the travel demand model for each scenario. In addition, the cost of various forms of transportation, including parking and transit fare costs, and levels of street connectivity are also assigned to each TAZ based on regional transportation and land use policies. The inputs are shown in **Figure 2**.

Figure 2. Regional Travel Demand Model Inputs



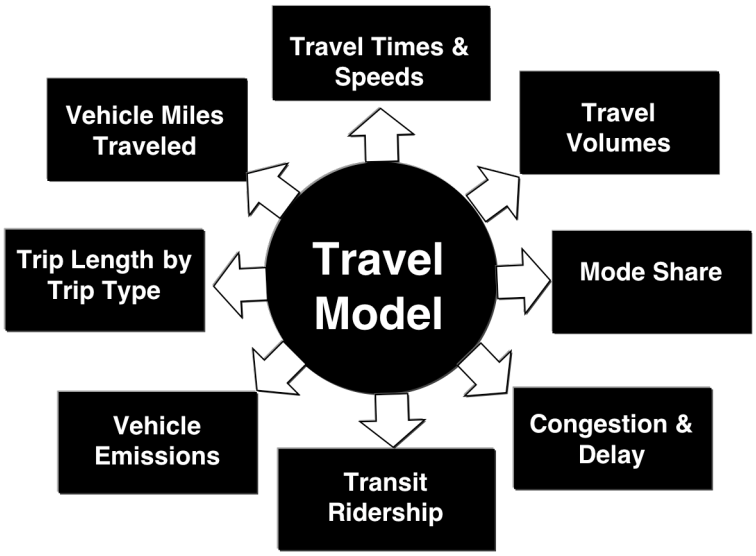
The regional travel demand model then estimates the number of trips that will be made, the distribution patterns of the trips throughout the region, the likely mode used for the trip and the actual roadways and transit lines used for motor vehicle and transit trips. Traffic volume projections from these simulations help assess transportation system performance. A broad array of model outputs can be generated using the regional travel demand model, including network miles, vehicle miles traveled, travel volumes, transit ridership, transportation-related vehicle emissions, total trips by trip type (purpose) and mode, trip

[1] Modeling for the 2035 No Build and 2035 Base Case scenarios was conducted during December 2006-January 2007. The 2035 No-Build assumes no new revenue or investments beyond what has already been committed to transportation projects and programs in the region. The 2035 Base Case scenario uses the 2035 RTP Financially Constrained System of projects and programs.

lengths, travel delay and demand-to-capacity ratios (level-of-service) of motor vehicle and transit links.

The outputs can be reported at different geographic scales – region-wide, corridor-level and, in some cases, by 2040 Design Type. *Due to the macro-scopic nature of the regional model, the model does not effectively analyze walking, biking or local street traffic volumes at detailed analysis levels.* A sample of potential regional travel demand model outputs are shown in **Figure 3**.

Figure 3. Regional Travel Demand Sample Model Outputs



Note: Performance of each scenario will be compared using a set of key indicators and related performance measures being developed by the RTP Performance Measures Work Group.

Summary of Metroscope Model

Metroscope is a simulation model developed for testing planning policies in the urban land and real estate market. It utilizes extensive data describing attributes of the region's land and economic growth potential in order to mimic the responses of homeowners, renters, commuters, developers and business entrepreneurs to changes in the different attributes – where will people choose to live, work, travel, build new communities and engage in commerce. Data attributes include: land and real estate value, vacant buildable land, redevelopment and infill land, environmental conditions, transportation network features, development trends and population and employment growth projections.

Metroscope includes a built-in transportation model that simulates levels of travel demand and congestion for the region's road and transit system. The transportation model outputs from Metroscope are not as extensive as the outputs that can be drawn from the regional travel demand model, thereby limiting Metroscope's ability to provide detailed information about travel behavior in the region. Metroscope is capable of providing extensive information about the effects of transportation investments on development patterns throughout the region.

Note: Land use and economic effects of each scenario will be compared using a set of key indicators and related performance measures being developed by the RTP Performance Measures Work Group.

While the technical evaluation of the RTP scenarios will generate an extensive array of data, the analysis will focus on more generalized questions of how each scenario responds to basic concerns about growth in the region as expressed in the proposed RTP Outcomes-Based Evaluation Framework. Performance of each scenario will be compared using a set of key indicators and related performance measures being developed by the RTP Performance Measures Work Group. Planning-level cost estimates for each scenario will be developed by Metro, in partnership with ODOT and TriMet.

Process and Products

The RTP Investment Scenarios Analysis will inform the *Making the Greatest Place* effort and state component of the RTP update. Recommendations for the *Making the Greatest Place* effort and RTP policy refinements will be developed based on what is learned through the analysis. The analysis is also intended to be a starting point for developing a recommended "state" system of transportation improvements and programs. The "cause and effect" understanding gained through this analysis will guide the design and analysis of subsequent "RTP hybrid alternatives" that will bear greater resemblance to realistic policy alternatives in Winter/Spring 2009.

The findings from the analysis will be discussed at a joint JPACT, MPAC and Metro Council workshop in October 2008. Policy conclusions reached at this joint meeting will provide direction to Metro, ODOT, TriMet and local agency staff on the "hybrid alternatives" to be analyzed during the System Development Phase in 2009.

The policy conclusions from the scenarios analysis will be summarized in an RTP Investment Scenarios Analysis report. The report will serve as a tool in RTP public involvement activities beginning in Winter 2008. The first major public outreach for the state component of the RTP update will be a series of workshops – called "structured conversations" – to be held with freight and business interests and community-based organizations. The workshops will be designed to gather input on funding strategies and investment priorities to be included in the "state" system of investments in 2009. The RTP investment scenarios analysis report will serve as an important background document for these workshops.

Timeline

The timeline for the scenarios analysis is designed to meet the Making the Greatest Place and RTP schedules:

January – June 2008	*Develop proposed RTP outcomes-based evaluation framework & performance measures*
April 2008	*MPAC, JPACT and Metro Council confirm RTP scenarios construct and policy questions to be addressed in scenarios analysis*
June-August 2008	*Prepare and analyze investment scenarios using regional travel demand model and Metroscope*[2]
August-September 2008	*Compile transportation analysis and summaries in RTP investment scenarios report and identify Making the Greatest Place and RTP recommendations*
October 2008	*RTP Scenarios Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion*
December 2008	*MPAC, JPACT and Metro Council confirm RTP System Development principles and evaluation criteria*
	System development task begins
January-March 2009	*Prepare and analyze 2 to 3 RTP "hybrid" investment alternatives using regional travel demand model*
April 2009	*Compile transportation analysis and summaries in RTP Hybrid Analysis report and identify Making the Greatest Place and RTP recommendations*
May 2009	*RTP Hybrid Analysis Report and recommendations released for MPAC, JPACT and Metro Council discussion*
June 2009	*MPAC, JPACT and Metro Council confirm RTP plan elements and direct staff to prepare updated 2035 RTP for public review*

[2] Staff is working to determine whether sufficient resources exist to conduct Metroscope analysis of transportation scenarios within this timeframe.

Regional High Capacity Transit System Plan Work Program

Updated 3/24/08

Transit has a significant role in supporting the 2040 Regional Growth Concept. The 2040 Growth Concept calls for focusing future growth in the Central City, regional and town centers, station communities, and 2040 corridors. The regional street system has carried public transit for more than a century, beginning with the streetcars in 1872 and evolving into a combination of vans, buses, streetcars, an aerial tram, light rail and commuter rail today.

The regional transit system concept presented in the 2035 Regional Transportation Plan (RTP) responds to significant growth in population and jobs in the areas outside of the Portland Central City. The regional transit system concept calls for fast and reliable high capacity transit connections between the central city and regional centers that serve longer regional trips at a higher operating speed than regional bus service. In addition, the concept calls for convenient and reliable regional transit bus service on the majority of the regional arterial system. Streetcars are also being considered within the City of Portland through a separate Streetcar System Plan. All of these services require passenger infrastructure at stops and stations and a pedestrian system that connects to adjacent streets and neighborhoods.

The Regional High Capacity Transit System Plan is designed to guide future regional high capacity transit capital investments, which could include bus rapid transit, streetcar, light rail, and commuter rail, by evaluating and prioritizing new projects and extensions to existing lines using the RTP as a base. Although streetcar is not considered to be HCT in the RTP, this planning process will analyze streetcar based on HCT performance criteria. An amendment to the RTP may result. The plan will analyze HCT cost and ridership, transit markets, safety and security, land use, financial feasibility, traffic/freight impacts, and include a public and jurisdictional involvement process. This study will be conducted as part of the state component of the 2035 Regional Transportation Plan update and will be closely coordinated with a Streetcar System Plan that is under development by the City of Portland.

A technical committee will be established that includes members of the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). Several community forums will be held. A community resource group will be selected through a formal process. Meetings of the groups will be open to the public.

The process for developing performance measures and evaluation criteria and for developing and evaluating specific HCT Corridor recommendations will be coordinated with the RTP Performance Measures and Mobility Corridors work that is also underway. HCT Planning staff will advance recommendations for discussion and approval by the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), and Metro Council.

MANDATES, AUTHORIZATIONS, CONSTRAINTS

- This project implements the 2040 Growth Concept and the Regional Transportation Plan (RTP), which include policies to connect the Central City and regional centers together with high capacity transit, which is typically light rail, but could also be commuter rail or bus rapid transit.
- As the region's Metropolitan Planning Organization (MPO), Metro has responsibility for the region's long-range transportation planning, including transit. An intergovernmental agreement outlining Metro's planning responsibilities and relationships with Oregon Department of Transportation (ODOT) and TriMet help to cement Metro's role as the lead agency for the federal high-capacity transit planning projects, particularly New Starts projects.

OBJECTIVES

- Test HCT policies defined in federal 2035 RTP to determine effect on transit performance, and ability to support broader mobility, land use, and urban form objectives.
- Develop and test new HCT and complementary bus service expansion concepts, including HCT to town centers, defined through HCT system plan.
- Recommend refinements and/or amendments to 2035 RTP transit policies and projects through the HCT development of concepts.
- Prioritize regional HCT projects for future investment and recommend funding strategies to implement needed investments.

PRODUCTS/DELIVERABLES

- With the Metro Council's guidance, develop a methodology to assess system-wide needs for high capacity transit investments, including technical, political and financial analyses, as well as public involvement, and coordinate with the City of Portland Streetcar System Plan effort. (MARCH 2008)
- Establish Technical Committee comprised of members of TPAC and MTAC, and consult with community members to develop performance measures and evaluation criteria for prioritizing HCT projects. (MAY 2008)
- Prepare technical analyses and undertake public involvement program coordinated with the 2035 RTP update and City of Portland. (MAY 2008)
- Draft Regional High Capacity Transit Strategy. (OCTOBER 2008)
- Develop priority rankings and funding strategies for projects and review with MPAC, JPACT and the Metro Council. (NOVEMBER 2008)
- Draft Regional High Capacity Transit System Plan and proposed refinements to 2035 RTP transit policies and projects based on analysis of HCT concepts. Include draft priority projects and corridors in RTP Hybrid Analysis to be conducted in RTP System Development phase. (JANUARY-MARCH 2009)
- Adopt Regional High Capacity Transit System Priorities. (MARCH 2009)
- Integrate appropriate HCT System Plan investments and actions in discussion draft 2035 RTP. (SUMMER 2009)