M E M O R A N D U M
600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232 2736
TEL 503 797 1700 FAX 503 797 1794

METRO

DATE: May 5, 2006

TO: TPAC and Interested Parties

FROM: John Mermin, Assistant Transportation Planner

SUBJECT: 2035 Regional Transportation Plan (RTP) Update – Background Documents Review

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## BACKGROUND

This document summarizes recent plans and regulatory changes that have implications for the update to the Regional Transportation Plan. The document is organized by federal, state, regional and local planning effort or legislation.

This information will be used to develop the 2035 RTP update work program and public participation plan and provide guidance for updating the RTP policies, projects and implementation strategies.

## FEDERAL CONTEXT

***SAFETEA-LU***
*United States Congress, Enacted August 2005*
http://www.fhwa.dot.gov/safetealu/legis.htm

On August 10, 2005, the federal surface transportation act known as SAFETEA-LU was signed into law. SAFETEA-LU authorizes $286.5 billion in spending in federal fiscal years (FFY) 2004-09 for numerous surface transportation programs, such as highways, transit, motor carrier, freight, safety and research. However, because FFY 2004 is complete, it only affects spending in FFY 2005-09. The legislation revised the metropolitan and statewide transportation planning statutory requirements.

The statewide transportation planning process is still the primary mechanism for

cooperative transportation decision-making throughout the state and for consultation with transportation partners. For urbanized areas, the planning process undertaken by designated metropolitan planning organizations (MPOs) establishes a cooperative, continuous and comprehensive (3C) framework for making transportation investment decisions. Metro is the federally designated MPO for the Portland metropolitan region. For both processes, fiscal constraint and public involvement are still emphasized in the development of the Statewide Transportation Improvement Program (STIP) and metropolitan TIPs.

Most of the new text mirrors previous law, but there are a few key statutory changes that affect the RTP update. Areas in which Metro already fulfills new requirements are noted. Some key modifications to metropolitan planning processes include:

- **New 4-year cycle for Metropolitan plans**
  Metropolitan transportation plans shall be updated at least every four years in air quality nonattainment and maintenance areas. Implementation of the new 4-year cycle can take place immediately. Therefore, the next transportation plan update (and FHWA/FTA conformity determination) must be completed by March 2008 - four years after the date of the FHWA/FTA conformity determination of the current transportation plan. However, the resulting transportation plan must reflect all SAFETEA-LU planning provisions at the time of the FHWA/FTA conformity determination. Projects reflected in the MTIP and STIP must be consistent with the respective transportation plans.

- **Environmental Mitigation**
  Metropolitan transportation plans must include a discussion of types of potential environmental mitigation activities, to be developed in consultation with Federal, State and Tribal wildlife, land management and regulatory agencies.

  Metro encourages environmental mitigation through its livable streets program, which has published three handbooks: Livable Streets, Green Streets and Trees for Green Streets. A fourth handbook, Wildlife Crossings will be published in 2007.

  In 2005, Metro adopted Nature in Neighborhoods, a regional ordinance establishing standards for how property in streamside, wetland, and flood areas is developed to conserve and protect fish and wildlife habitat, but does not prohibit development. The ordinance builds upon regional standards for water quality and erosion control as well as local provisions for habitat under city and county comprehensive plans. The Nature in Neighborhoods ordinance provides performance standards and a Model Code address tree canopy retention, use of habitat-friendly development practices, and mitigation.

  The RTP update will expand discussion of these and other appropriate strategies and in consultation with appropriate agencies.

- **New Consultations**
  MPOs must consult "as appropriate" with "State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation" in developing long-range transportation plans.

  Metro's Transportation Policy Alternatives Committee (TPAC) and Joint Policy Advisory Committee on Transportation (JPACT) include representatives from the Oregon Department of Environmental Quality (DEQ); the Metropolitan Technical Advisory Committee (MTAC) includes representatives from the Oregon Department of Land Conservation and Development (DLCD).

  The RTP update will ensure, and document, that other agencies are included in the consultation process.

- **Consistency of Transportation Plan with Planned Growth and Development Plans**
  Adds language, "promoting consistency between transportation improvements and State and local planned growth and economic development patterns."

  Metro links the RTP with the 2040 Growth Concept, the long-range growth management strategy for the Portland metropolitan region. The 2004 RTP identifies policies, projects and strategies that promote consistency with growth and development patterns.

  In 2005, Metro initiated a "New Look" – which will reevaluate the 2040 Growth Concept and will result in updated RTP policy, project and implementation strategies to better link land use, transportation and economic goals.

- **Transportation System Security**
  The security of the transportation system should be a stand-alone planning factor, rather than coupled with safety.

  In the 2004 RTP, there was minimal discussion of security. Need a separate discussion of transportation system security. Planning process must consider projects and strategies that will increase the security of the system for its users. This will be addressed as part of the upcoming RTP update.

  Ongoing efforts, such as the Regional Emergency Management Group (REMG), will be documented during the RTP update. REMG was formed in 1993 through an IGA between agencies in the five-county Portland/Vancouver metropolitan area. It began with a natural disasters focus, but has expanded its scope to include anti-terrorism preparedness. The group:
  1) recommends policy and procedures on regional emergency management issues;
  2) develops an ongoing, inter-jurisdictional training and exercise program;
  3) establishes agreements to ensure effective management of resources during an

emergency;
4) develops a regional emergency management plan.
A Metro staff person attends these monthly meetings.

- **Operational and Management Strategies**
  These must be included in metropolitan transportation plans to improve the performance of the existing transportation facilities to relieve congestion and maximize safety and mobility of people and goods.

  Metro's current RTP includes operational and management strategies such as transportation system management (TSM) and transportation demand management (TDM). These polices will be expanded during the RTP update. Additionally, in 2005 the region received a grant from FHWA to demonstrate a Regional Concept of Transportation Operations (RCTO). The grant funds have been used to hire a new staff person who will work with both the Portland Office of Transportation and Metro to carry out the work. RCTOs will describe the region's vision for operation of the transportation system, and will be incorporated into the RTP update.

- **Participation Plan**
  MPOs must develop and utilize a "Participation Plan" that provides reasonable opportunities for interested parties to comment on the content of the RTP. It must be developed "in consultation with all interested parties."

  Metro has a public involvement policy for transportation planning that was updated in 2004. The policy identifies public involvement standards that must be met when Metro develops transportation projects and programs. Standards include outreach to communities underserved by transportation projects, public notices and opportunities for comment. The policy also defines standards that local governments must meet when developing projects that are submitted to Metro for funding. The policy was last reviewed and updated in 2004.

- **Visualization Techniques**
  Metro currently uses a variety of visualization techniques including: Metro website, maps, slideshows, video simulation, publications such as newsletters, fact sheets and the Livable Streets Program handbooks which include illustrations of street cross sections and intersection treatments.

  Additional opportunities to use visual techniques will be considered during the 2035 RTP update. Metro will keep a list of the various projects that demonstrate visualization techniques on its website for certification purposes.

- **Congestion Management Processes**
  There must be "a process that provides for effective management and operation" to address congestion management.

Metro has submitted a Congestion Management System Roadmap to FHWA. The Roadmap describes Metro's current attempts to meet the CMS requirements, its five-year vision, and the steps necessary to achieve the vision. The roadmap has promised that future RTP updates will more thoroughly investigate the causes of congestion, i.e. identify areas of non-recurring congestion. This will be addressed during the 2035 RTP process.

- **Coordinated Public Transit-Human Services Transportation Plan**
  This requirement applies to three types of projects:
    - Special Needs of Elderly Individuals and Individuals with Disabilities
    - Job Access and Reverse Commute
    - New Freedom

  To be eligible for FTA formula funding, these types of projects must be derived from a locally developed public transit-human services plan. This plan must be developed through a process that includes representatives of public, private, and non profit transportation and human service providers, as well as the public (including the broadened list of entities within the MPO's Participation Plan). In preparing the local public transit-human service transportation plans, service providers should ensure full coordination with the applicable metropolitan and statewide planning processes.

  The Tri-County Elderly and Disabled Transportation Plan (2001) is currently being updated to become a "Public Transit-Human Services Transportation Plan" as required by SAFETEA-LU. Metro participates in this effort and will ensure that the plan is consistent with Metro's Participation Plan (Public Involvement Policy for Transportation Planning). Findings of the Public Transit-Human Services Transportation Plan will be incorporated into the RTP update.

## STATE CONTEXT

***Oregon Innovative Partnerships Program (OIPP)***
*Oregon Legislature, Enacted in 2003*
*http://www.oregon.gov/ODOT/HWY/OIPP/background.shtml*

The program was created by the Legislature to allow new partnership opportunities for transportation projects with private businesses, local governments and ODOT. The OIPP goal is to speed project delivery and encourage innovation by bringing new funding, expertise and technology together to maximize public investment in transportation.

In 2006, the Oregon Transportation Commission approved "predevelopment" agreements with an Australian consulting firm for feasibility studies of three private toll roads in the Portland area. Two of the projects are within the Metro region - widening the southern portion of Interstate 205 and a new Sunrise Corridor highway from Interstate 205 toward Damascus. The third project, a Newberg-Dundee Bypass is close enough to the region to have an impact on the regional transportation system. The "scoping" studies of the three

projects will determine whether they are ready to develop now, are fatally flawed or should be deferred.

- **The Sunrise Corridor Improvement Project** will address freight movement, local street congestion and safety issues. The project is proposed as a new principal arterial corridor that would provide a direct connection in Clackamas County between I-205 and U.S. 26, the Mount Hood Highway. The project purpose is to improve regional and state transportation connections, improve safety, maintain freight mobility, serve the growing demand for regional travel and access to the state highway system Two separate sections of the project have been identified:
    - Unit 1 includes construction of a five-mile, limited-access four-lane highway facility, which would connect I-205 with Rock Creek Junction (the junction of Highways 212 and 224) to the east. This section of the Project is in a supplemental Draft EIS process using the DEIS published in 1992 as a starting point.
    - Unit 2 includes construction of a limited-access, four-lane parkway, which would continue from Rock Creek Junction to U.S. 26. This section of the project was identified in the recommended Damascus/Boring Concept Plan that was accepted by the Metro Council in March 2006. The cities of Damascus and Happy Valley have initiated comprehensive planning that will culminate in transportation systems plans that address Unit 2 segment.

- **The Newberg-Dundee Transportation Improvement Project** is an attempt to alleviate traffic congestion on Oregon 99W, which worsens through Newberg, Dundee and the area west of Dundee to the McMinnville Bypass. The proposed bypass corridor would be approximately 11 miles long on the south side of Newberg and Dundee. This project is in an advanced stage and has the potential of removing heavy freight and commuter traffic from town centers.

- **The South I-205 Corridor Project** will address the growing congestion along this interstate corridor. The project will look at the feasibility of adding one lane in each direction from I-5 to OR 213S and widening the Abernethy Bridge over the Willamette River. Additional work may include improving the interchange at OR 43 and SW 10th Street in West Linn. OTIG will also study the feasibility and viability of extending the project from OR 213S up to I-84 East. This project has the potential of substantially reducing congestion on one of Oregon's busiest highways.

As these are likely to be large projects, both in terms of cost and influence, there have been questions raised about the fiscal impact of these projects upon the balance of the region's transportation projects. Finally, questions have been raised about what might be the best types of transportation solutions and how land use considerations may influence transportation conditions. These ongoing planning and evaluation projects will need to be coordinated with the upcoming update of the Regional Transportation Plan and the New Look.

***Air Quality State Implementation Plan***
*Oregon Department of Environmental Quality December 2004*
*http://www.deq.state.or.us/*

This is an air quality maintenance plan developed to document and ensure continued compliance with the National Ambient Air Quality Standard (NAAQS) for carbon monoxide (CO) in the Portland, Oregon CO Maintenance Area. The plan is written to comply with the federal Clean Air Act and the policies of the U.S. Environmental Protection Agency (EPA). The Portland region currently meets carbon monoxide standards, although many years ago there were times when carbon monoxide levels were occasionally higher than allowed. The region met standards in 1996 and has done so since then. A maintenance plan was required in 1996 and included emission budgets (maximum pollutant levels for future years) and the Metro jurisdictional boundary was established as the geographic extent of concern. The region must demonstrate conformance with the carbon monoxide maintenance plan at least every three years. (Accordingly, the Portland area is said to be in maintenance status for carbon monoxide). This 3-year requirement may create a complication with the new 4-year cycle for RTP updates. Oregon DEQ is currently exploring how to match up the two cycles.

For all other air pollutants of national concern, such as ground level ozone and particulates, the Portland airshed is in attainment with national air quality standards and there are no maintenance plans or conformity demonstrations required.

***Oregon Highway Plan (OHP) amendments - Land Use and Transportation Policy (1B) and Highway Segment designations, Table 6 in Policy 1F – Mobility Standards and Policies 1C and 4A - Freight Routes***
*Oregon Transportation Commission (OTC), Adopted January 2004 and August 2005*

*http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml*

The objective of the 1999 Oregon Highway Plan is efficient management of the transportation system to increase safety and extend its capacity. Policy 1B, the land use and transportation component of the Highway Plan, furthers the goal of efficient management by working with local governments to coordinate community and transportation development in ways that reflect local aspirations and ODOT's needs for safety and mobility. The most common way this can occur is through more compact or nodal development patterns off or to one side of the highway.

The amendments created Special Transportation Areas on the following highway segments that will allow for a more streamlined development of boulevard improvements:

- US 30 bypass from Mohawk to intersection of Ivanhoe/Philadelphia in Portland (Lombard St. from Mohawk to Richmond, Richmond from Lombard to Ivanhoe, Ivanhoe form Richmond to Philadelphia)
- Highway 43 from Bancroft to Taylors Ferry Road in Portland

- 99E/McLoughlin Boulevard from Scott Street to River Road in Milwaukie
- Highway 213/82nd Avenue from King Rd. to Sunnybrook Blvd in Clackamas County
- Highway 43 from Mcvey Ave. to Terwilliger Blvd. in Lake Oswego
- 99E/McLoughlin Boulevard from 14th Street to railroad tunnel and the Highway 43 bridgehead area in Oregon City
- Highway 8 from 14th Ave. to 10th Ave in Cornelius
- Washington Square regional center: Hall Boulevard from Scholls Ferry Rd. to Hemlock St. in Beaverton/Tigard/Washington County

***Oregon Transportation Plan update*** **(2005)**
*Oregon Transportation Commission*
*Undergoing Public Review until March, Anticipated adoption August 2006*
*http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml*

The OTP is the state's long-range multimodal transportation plan for Oregon's highways, bicycle and pedestrian facilities, public transportation, airports, pipelines, ports and railroads. The OTP establishes policies, strategies and initiatives for addressing the challenges and opportunities in the next 25 years and guides transportation investment decisions. The plan provides the framework for the state's modal plans as well as MPO, City and County Transportation System Plans.

Last updated in 1992, the current update adds more emphasis on sustainability, economic development and innovative partnerships. The underlying message of the plan is that transportation, as we've known it in Oregon will have to change, and that decisions about how to manage and fund transportation must adapt to new fiscal and environmental realities. Without additional funding, the plan argues a need to focus on preservation of the current system rather than expansion.

The key initiatives of the plan include:
- Maintain the existing transportation system to maximize the value of the assets. If funds are not available to maintain the system, develop a triage method for disinvestment, that is, a method of prioritizing system preservation.
- Optimize system capacity and safety through information technology and other methods.
- Integrate transportation, land use, economic development and the environment.
- Integrate the transportation system across jurisdictions, ownerships and modes.
- Create a sustainable funding plan for Oregon transportation.
- Invest strategically in capacity enhancements.

The impact of the OTP on the RTP update is unclear. The RTP update will not be able to fully respond to the OTP since much of the specifics are deferred to the separate modal plans that are expected to be completed as a follow-up to the OTP update. A future RTP update will be developed to be consistent with the modal plans developed.

***Oregon Transportation Planning Rule amendments***
*Oregon Land Conservation and Development Commission, March 2005*
*http://www.lcd.state.or.us/LCD/transplan.shtml*

The amendments apply to the consideration of plan and land use regulation amendments that affect the transportation system. Two provisions particularly affect the RTP update – the "1/2-mile rule" interchange protection and the "reasonably likely" process for ODOT's involvement in land use planning.

The provisions make it more difficult to make land use plan amendments within 1/2-mile of an interchange. An amendment that would result in more traffic than the interchange can handle, according to state performance standards, can only be allowed if there is a transportation improvement in the RTP Financially Constrained system or a local jurisdiction identifies other reasonably likely revenue." If there is no project in the Financially Constrained system, then the development may not be allowed to occur.

These provisions have the potential to frustrate efforts to accommodate growth and implement the 2040 Growth Concept, and increase transportation liabilities in the long term by encouraging urban sprawl. In particular, areas targeted to accommodate growth (e.g., regional centers, town centers and station communities) may not able to do so because the current RTP financially constrained project list does not include adequate capacity for the future road system identified to serve the area.

The RTP update will examine how interchange capacity is allocated under the provisions of the "1/2 mile rule." The RTP will need to develop an expanded definition of what constitutes "reasonably likely" and identify what transportation projects are included in this list.

## REGIONAL CONTEXT

***Regional Commodity Movement Forecast***
*Prepared for Metro, ODOT, the Port of Vancouver USA, Southwest Regional Transportation Council, and the Port of Portland, by DRI-WEFA with BST Associates and Cambridge Systematics, June 2002*
*http://www.portofportland.com/Trade_Trans_Studies.aspx*

This project estimated current regional freight volumes and predicted future volumes by commodity type by mode. The project contained two distinct, yet related elements: an update to the region's most recent commodity flow forecast (conducted in 1999) and a forecast of waterborne cargo by commodity moving on the lower Columbia River anywhere between the mouth of the Columbia and the Portland and Vancouver harbors.

Some of the relevant findings of the forecast include:
*Global trends*
- Globalization will continue to increase via trade links, increasing the importance of longer distance freight transportation.

*National trends*

- Manufacturing employment will continue to decline as a share of total employment, while service sectors will generate an increasing share of job growth.
- Logistics management and supply-chain optimization efforts to lower costs will reduce average shipment sizes and increasingly demand for reliable delivery times. This favors faster transportation modes such as air and truck.
- Increasing cost pressures on asset owning transportation carriers will mean continued pressure to achieve economies of scale and efficiency of operations. Larger containerships and air cargo hub concentration are but two of the consequences.
- Demand for bulk goods such as food, energy and construction materials continue to grow in line with population and income. The sources of these goods will shift due to changes in relative production costs and delivered transportation costs.
- By 2030 the tonnage of freight in the U.S. will roughly double, with the international share of total tonnage slightly increasing.
- If one divides the U.S. into broad regions, with the West being the region from the Rockies to the Pacific, this region will see faster growth than average for the rest of the U.S. The Portland/Vancouver growth will not be quite as fast as Western average, yet it will be faster than average for the country as a whole.

*Regional Trends*

- Portland/Vancouver's unique position on the West Coast, that of an export dominated port, will continue to shape the outlook for international cargo in the region. Ocean carriers can fill otherwise-empty containers back to Asia across the Pacific by serving the exporters shipping through Portland.
- Especially in the Pacific Northwest, a greater share of domestic production will be sold for domestic consumption, which will reduce the available production capacity for exports.

The forecast will inform the Regional Freight Plan, which will be developed concurrently and coordinated with the RTP update.

***Travel behavior barriers and benefits research***
*Prepared for Metro Regional Travel Options Program by PRR with EcoNorthwest*
*December 2004*
*http://www.metro-region.org/article.cfm?ArticleID=12130*

A report conducted by a consultant team for Metro that identifies the real and perceived barriers and benefits to changing travel for all types of trips. Study research included a literature review, focus groups and a quantitative survey.
The major findings from the qualitative research (focus groups) include:

- People know much of their travel is not work related and they're proud of their trip chaining.
- Time and ability to trip-chain influence travel mode choice.
- Alternative modes are seen as less comfortable and less safe, but some think it's worth it.

- Make it safe, fast, reliable, easy and cheap if more people are to use transit
- Not a big demand for more information about alternative travel modes

The major findings from the quantitative research (survey) include:
- Households with more members are less likely to use alternative modes of travel.
- Households with more members 15 years-of-age or younger are also less likely to use alternative travel modes.
- In general, older respondents are less likely to use alternative travel modes.
- The following items highlight what initially motivated those who use alternative travel modes:
    - Cost of parking
    - Higher gas prices
    - Parking hard to find
    - Traffic congestion
    - Reduced stress by not driving alone
    - Enjoyment of traveling with others
    - These results indicate an emphasis on three general types of motivators: cost, convenience (less hassle) and social.

The extensive research (survey, literature review,etc.) and its findings will provide a foundation for updating RTO policies within the RTP, i.e. Recommendations for Transportation Management Associations (TMAs), new projects, etc.

***Metro 2040 modal targets study, evaluation of potential measures for achieving modal targets***
*Prepared for Metro by Cogan Owens Cogan & Alta Planning July 2005*
*http://www.metro-region.org/article.cfm?ArticleID=12130*

The goal of this project was to help Metro set realistic and defensible procedures and strategies for implementation by local jurisdictions in complying with RTP targets to reduce drive-alone trips in the region.

The study made the following recommendations that apply to the RTP:

**Minimum and Other Requirements**
Continue to implement and monitor the following *existing* minimum requirements:
- Modal targets adopted in local TSPs
- Connectivity planning requirements
- Transit-oriented design requirements
- Maximum parking ratios (Title II)

Two existing minimum requirements – formation of and support for TMAs and adoption of fareless areas – are recommended to be revisited and possibly eliminated as minimum requirements for all jurisdictions as part of the upcoming RTP update process. These two

strategies would continue to be encouraged where feasible and where they are likely to be effective.

The following *additional* minimum requirements are recommended to be considered as part of a safe-harbor approach (i.e., acceptable, minimum set of strategies) for local jurisdictions during the RTP update process.

- Continue to require transportation-efficient development through efforts to meet density and other land use targets in centers and corridors as part of compliance with Metro Functional Plan and related requirements. This type of development includes higher density and mixed use development with access to frequent transit service and bike and pedestrian facilities and with opportunities for short pedestrian and bicycle trips to near by destinations. Local jurisdictions and the region as a whole would be given credit for these efforts as part of the modal targets monitoring process.
- Construct bicycle and pedestrian improvements as required by state and federal regulations, and consistent with local TSPs and regional guidelines. Local governments and Metro should prioritize improvements that enhance connectivity of the bicycle and pedestrian system and access to transit.
- Continued provision of frequent and comprehensive transit service by TriMet and other transit agencies. Local jurisdictions and the region as a whole would be given credit for these efforts as part of the modal targets monitoring process.
- Support and encourage efforts to implement employer-based TDM strategies.
- Encourage efforts to eliminate employer-subsidized parking and/or support for parking cash-out, preferred HOV-parking or other parking pricing strategies. This strategy ultimately would be implemented primarily by the private sector. However, local governments would be required to encourage such practices and consider them in parking management and design regulation efforts. Local governments also could be required or encouraged to consider use of these strategies for their own employees.
- Support and coordinate Safe Routes to School programs and projects. Local jurisdictions and Metro should support and help coordinate these efforts by seeking and procuring project funding from federal, state and local sources, and providing technical assistance.

***Metro Rideshare program market research and implementation plan***
*Prepared for Metro Regional Travel Options Program by Urbantrans with Parsons Brinckerhoff & Elham Shirazi, August 2005*
*http://www.metro-region.org/article.cfm?ArticleID=12130*

The Regional Travel Options Subcommittee tasked a consulting team with conducting a comprehensive rideshare program market research and program implementation study aimed at answering five main questions regarding development and implementation of a rideshare program for the Portland metropolitan region:

1. Where are we today?
2. Where are the best opportunities for program growth?

3. What is the best organizational structure for development, implementation and evaluation of the regional rideshare program?
4. What are the programmatic considerations for success?
5. How do we track progress toward the five-year goal?

Its main findings include:

- Market analysis revealed over thirty potential rideshare markets utilized by over 30,000 commuters.
- The creation of a Regional Commuter Services Program featuring a formal rideshare program administered by Metro and overseen by the RTO Subcommittee is recommended.
- To stabilize and grow vanpooling in the region, an innovative brokerage model designed to protect Metro from the payment of continuing and unlimited subsidies and other administrative costs associated with the operation of vanpools by traditional means is recommended.
- One crucial element of the overall program and marketing would be to maintain one regional database of all drivers and riders of existing vanpools and those seeking to be matched into carpools and vanpools.
- Metro should adopt an evaluation plan that provides survey research to guide marketing and outreach efforts, as well as measurement and tracking research to determine the effectiveness of all TDM Program elements. Furthermore, a timely and meaningful reporting process must be adopted that will nurture the growth of TDM as a whole and ridesharing specifically while advancing the ability of program implementers and regional leaders to qualitatively and quantitatively speak to the results of TDM.

These findings will provide a foundation for updating RTO policies within the RTP, including recommendations for ridesharing and vanpool programs.

***Transit Investment Plan***
*Trimet, June 2005*
*http://www.trimet.org/improving/tip/*

The Transit Investment Plan (TIP) lays out TriMet's strategies and programs to meet regional transportation and livability goals through focused investments in service, capital projects and customer information. The TIP is updated annually and adopted by the TriMet Board of Directors.

The TIP relies on long-term goals and strategies developed by Metro, including the Regional Transportation Plan (RTP) and Regional Framework Plan. These plans direct development to Regional Centers, Town Centers and key corridors. The TIP shows how TriMet will implement the transit portion of the RTP over the next five years.

The TIP priorities are:

- Build the Total Transit System – Enhance customer information, access to transit, stop amenities, frequency, reliability, passenger comfort, safety and security.
- Expand high capacity transit – Invest in MAX Light Rail, Commuter Rail and Streetcar service along key corridors to connect Regional Centers.
- Expand Frequent Service – Add routes to TriMet's network of bus lines than run every 15 minutes or better, every day.
- Improve local service – Work with local jurisdictions to improve transit service in specific local areas.

In the RTP update, the TIP will be used to reassess RTP transit policies and projects.

***Marine Ports Cargo Forecast***
*Prepared for Washington Public Ports Administration (WPPA) and Washington State Department of Transportation by BST Associates, May 2004*
*http://www.washingtonports.org/Trade/tradecover.htm*

The forecast estimates the volume of cargo that will move through Washington ports over the next 20 years and discusses the impact of future growth on the state's multimodal transportation system. Key findings include:

- Washington is the most trade dependent state in the nation.
- The amount of waterborne cargo moving through Washington ports is expected to increase by two-thirds over the next two decades. The number of cargo containers moving through the Puget Sound region is likely to nearly triple, and lower-Columbia River grain exports could about double over the same time frame.
- In order to make the forecasted growth a reality, the state must build and maintain the roads, railroads, and waterways needed to carry cargo beyond the waterfront. The importance of trade to Washington's economy should compel policy-makers, businesses, farmers and citizens to invest in meeting these transportation needs so that we achieve the potential growth in trade—and the benefits that come with it.

The forecast will inform the Regional Freight Plan, which will be developed concurrently and coordinated with the RTP update.

***Blueprint for Better Bicycling – 40 Ways to Get There***
*Bicycle Transportation Alliance, October 2005*
http://www.bta4bikes.org/at_work/blueprint.php

This report provides a list of 40 priority projects to increase bicycle use in the Portland Metro area. The projects were selected through an extensive two-year process that included a survey of over 900 bicyclists, meetings with technical experts, and meetings with bicycle advisory committees. The 40 projects on the list were winnowed from over

400 suggested projects, and include infrastructure projects, improved enforcement, encouragement, research, and education projects.

Four major themes emerged during the process that summarize the challenges common to everyday bicycling:

- Cycling Around Cars
- Complete Routes
- Motorist Behavior
- Quality of the facilities

The BTA's strategy to increase bicycling focuses on both current and potential bicyclists. It identifies different kinds of cyclists and discusses facilities to accommodate each type. The strategies focus on generating the largest increase in bicycling among the total population.
The RTP update will utilize the BTA's findings when evaluating regional bicycle policies and projects.

***The Cost of Congestion to the Economy of the Portland Region***
*Prepared for the Portland Business Alliance, Metro, and the Port of Portland by Economic Development Research Group, November 2005, http://www.portlandalliance.com/*

As a first step to addressing the Portland region's rising congestion problem, public and private sector partners commissioned a study to provide base-line information about the relationship between investments in transportation and the economy. The report is intended as a springboard for discussions about planning for and investing in the Portland metropolitan region's transportation system.

The main conclusion is that *the region's economy is transportation-dependent*. Despite Portland's excellent rail, marine, highway and air connections to national and international destinations, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion -- even with currently planned improvements -- will significantly impact the region's ability to maintain and grow business, as well as our quality of life.

Action is needed to remain competitive with other regions that are planning large investments in their transportation infrastructure. This report finds that:

- Being a trade hub, Portland's competitiveness is largely dependent on efficient transportation, and congestion threatens the region's economic vitality.
- Businesses are reporting that traffic congestion is already costing them money.
- Failure to invest adequately in transportation improvements will result in a potential loss valued at of *$844 million annually by 2025 – that's $782 per household -- and 6,500 jobs*. It equates to 118,000 hours of vehicle travel per day – that's 28 hours of travel time per household annually;
- Additional regional investment in transportation would generate a benefit of at least $2 for each dollar spent.

This study will be a springboard for identifying transportation needs in the region, and understanding the effect of congestion on the regional economy.

***Freight Data Enhancement Project***
*Metro, ODOT, Port of Portland, and others, in progress*
Metro's Travel Forecasting section has been participating in a freight data enhancement The project includes:

- Truck counts: identifying locations, taking counts, and recommending a procedure for developing a continuing counting process
- Truck origin/destinations: identifying locations to collect origin-destination profiles (truck terminals, intermodal sites, regional cordon sites
- Truck model enhancements: Using the data collected to enhance the truck model

The project will inform the development of the Regional Freight plan, which will be developed concurrently and coordinated with the RTP update.

***Regional Freight Plan***
*Metro, to be developed in 2006-2007*

This planning effort will focus on understanding how the metro-region's freight system functions and addressing its specific needs and impacts. It will use the background data produced during the Portland Freight Master Plan's as a springboard. The objectives of the plan include:

- Develop a set of desired outcomes for managing and improving the regional freight system.
- Describe the issues and needs for multimodal freight movement (truck, rail, water, air, pipeline) and commercial delivery of goods.
- Assess and refine current regional transportation policies pertaining to freight and goods movement.
- Assess and refine current regional freight functional classification system and identify recommended revisions to the federal National Highway System.
- Identify and prioritize infrastructure and system management improvements for all freight modes that meet the desired outcomes.
- Evaluate truck movement characteristics and needs and recommended updates to existing Regional Street Design policies and guidelines.
- Develop implementation strategies including performance measures, environmental and community impact mitigation measures, and follow-up actions.
- Integrate with parallel efforts to update the Region 2040 Growth Concept and the Regional Transportation Plan.
- Actively engage freight system providers and users, public agencies, and general public in plan development.
- Improve community awareness and understanding of freight and goods movement needs and issues.

- Comply with Oregon's Statewide Planning Goals 9 - Economic Development and 12 – Transportation, Transportation Planning Rule, Oregon Transportation Plan, and Oregon Highway Plan directives to plan for the needs of goods movement to benefit economic vitality.
- Provide recommendations that update the freight elements of the Regional Transportation Plan including transportation policies, regional freight classification system, infrastructure improvements, street design guidelines, and implementation strategies.

The plan will be developed concurrently and coordinated with the RTP update and its recommendations will be adopted into the RTP.

## LOCAL CONTEXT

***Portland Freight Master Plan***
*City of Portland, currently undergoing adoption process (2006)*
*http://www.portlandonline.com/transportation/index.cfm?&c=38846*

The Freight Master Plan provides a road map for managing freight movement and commercial delivery of goods and services in the Portland, today and into the future. The goal is to foster a freight system that works for the community. The Freight Master Plan objectives center around three main themes: mobility, livability, and healthy economy.

- *Mobility:* Ensure Portland's transportation system can meet increased freight and goods movement demand. Understand where we need to invest in system improvements for all modes of freight.
- *Livability:* Develop strategies for reducing community impacts from freight movement. Look for ways to balance truck movement needs with those of other transportation modes.
- *Economy:* Recognize role of goods delivery in supporting healthy, vibrant industrial districts, mixed use centers, and main streets. Use strategic investments in freight transportation to benefit existing businesses and attract new ones.

The development of the Freight Master Plan occurred in two phases. The first phase of planning began in January 2003 and accomplished the following:

- Completion of the Freight Master Plan - Interim Report, which built the case for freight planning and identified the Plan's objectives.
- Adoption of a City Council resolution that acknowledged the importance of goods movement to Portland's economy, established the Portland Freight Committee, directed PDOT to develop a Freight Master Plan, and identified short-term opportunities for freight mobility improvements.
- Evaluation of existing freight policies, identification of freight-related issues, development of freight mobility project prioritization criteria, compilation of previously identified freight projects, and research on freight street design considerations.

The second phase of the Plan began in July 2004. In this phase, a set of technical analyses of needs and deficiencies, and identified solutions in the form of policy revisions, infrastructure improvements, and implementation activities were completed. The supporting technical documentation for the Freight Master Plan is contained in a series of technical memoranda prepared by staff with support from a consultant team:

- Innovations & Trends Report
- Synthesis of Data Report
- Existing Conditions Report
- Needs Assessment Report
- Solutions and Strategies Report
- Freight Performance Measures and Indices Report
- Freight Coordination within the Portland Office of Transportation Report

This background data will be used as a springboard for Metro's Regional Freight Plan which will be developed concurrently to the RTP update. Relevant date includes trends, community issues, deficiencies, and system needs for the "first and last mile" connectors that serve many of the region's freight terminals and industrial districts.

***Springwater Master Urbanization Plan and Springwater US 26 Corridor Concept Design and Access Plan***
*City of Gresham, June 2005*
*http://www.ci.gresham.or.us/cityprojects/springwater/sw_draft_plan.asp*

On December 12, 2002 the Metro regional government adopted an 18,700-acre expansion of the Urban Growth Boundary (UGB), including the 1,575-acre Springwater area southeast and adjacent to Gresham. The City of Gresham developed the two planning efforts concurrently. The Springwater Community Plan effort resulted in land use, transportation and natural resources plans and policies; public infrastructure and services plans and projects; and economic development strategies that will guide development of the area as it transitions from primarily rural residential to primarily industrial, with some housing and commercial services. The planning effort identified several new collector and arterial connections, and upgrades to existing streets to serve the area.

The Springwater US 26 Concept Design and Access Plan assessed the Springwater Community plan transportation network and evaluated access alternatives along the US 26 corridor through Springwater that provide mobility (for the general traveling public, freight, and alternative modes) and connectivity within the Springwater community. The evaluation also considered safety, ODOT design standards and impacts to the environment and private properties. The study resulted in a recommended US 26 corridor concept to be used as the starting point in an environmental assessment and detailed refinement process. In general, the US 26 corridor will be developed from north to south and will tentatively utilize a Proposed Collector at the north end as a temporary connection to US 26 until the transportation demand supports building the Proposed Arterial B diamond interchange to the south as the permanent connection to US 26.

The transportation and land use recommendations of these planning efforts will be considered as part of the update to the regional transportation plan.

***Damascus/Boring Concept Plan***
*Clackamas County, with various regional partners, December 2005*
*http://www.co.clackamas.or.us/dtd/lngplan/damascus/*

The Damascus/Boring Concept Plan is the result of a 2-year cooperative planning effort to create a plan and implementation strategies for development of approximately 12,000 acres located south of Gresham and east of Portland and urban Clackamas County. The concept plan is a follow-up to a December 2002 regional decision by Metro to bring the area inside the urban growth boundary. The concept plan is the first step in planning for urban development in the area, and will be followed by more detailed comprehensive planning by the cities of Damascus and Happy Valley before any new urban development can occur in the study area. Some important elements of the plan include:

- A land-use element that identifies a combination of uses and densities that support local and regional needs, provides a diverse range of housing, identifies commercial and industrial employment opportunities that create opportunities for residents to work near their home
- A transportation system element that serves regional and community travel needs and informs the Sunrise Project planning process
- A Natural resources element that identifies natural resource areas and protection strategies
- A public infrastructure and facilities element and funding strategies for water, sewer, storm water, parks, schools, fire and police

The concept plan has several implications for the RTP update. Its implementation strategies recommend the following:

- Incorporate regionally significant transportation improvements and rough cost estimates.
- Amend the RTP system maps: motor vehicles, freight, bike and pedestrian system (to include regional trails with a transportation function), Public Transportation system (and transit service strategy map).
- Design Damascus Boulevard and its transitions to a major arterial.
- Amend Sunrise corridor refinement planning requirements to address implementation direction for the limited-access principal arterial connection, including the concept plan vision for a "parkway." The refinement plan guidance should be expanded to include:
    - Design elements, phasing, right-of-way preservation, acquisition and access management.
    - Identify needed state goal exceptions
    - Identify needed design exceptions
- Amend Section 6.7.5 to add a new Type II corridor refinement plan to evaluate Highway 224 from Rock Creek junction to Amisigger Road.

- Amend Powell/Foster Corridor Phase 2 corridor refinement planning requirements to address the following outstanding issues:
    - Develop a long-term strategy to protect the 162nd Avenue and Barbara Welch Road corridors from cut-through traffic and determine the appropriate cross section(s) to improve motor vehicle, bicycle and pedestrian safety and access.
    - Evaluate the 222nd Avenue corridor north of Borges Road to develop a long-term strategy to protect the corridor from cut-through traffic and determine the appropriate cross section to accommodate travel demand and improve motor vehicle, bicycle and pedestrian safety and access. The corridor is constrained by significant topographic and environmental features and travels through Gresham neighborhoods to the north, limiting capacity increases to adequately accommodate projected travel demand.
- Amend regional street design policies and guidelines to incorporate a "Parkway" design to the Throughway design types.

***Pleasant Valley Implementation Report***
*City of Gresham and City of Portland, 2003*
http://www.ci.gresham.or.us/cityprojects/pvalley/pv_implementation.asp

The Pleasant Valley Concept Plan was approved the Steering Committee on May 14, 2002. The Concept Plan followed a December 1998 regional decision to bring the area inside the urban growth boundary. During its 18-month public process, the Concept Plan created maps and text that provide a blueprint for future development of a 1,532-acre area located south of Gresham to just south of the Multnomah/Clackamas border and east of Portland at 162nd Avenue to just east of 190th Avenue.

During the summer and fall of 2002, the Gresham, Portland, and Metro Councils, and the Multnomah and Clackamas County Commissions passed a resolution on the Pleasant Valley Concept Plan. The Pleasant Valley Implementation Plan project was a step to carry out this resolution and was completed in December 2003.

The transportation chapter of the Implementation plan includes a Local Street Network Plan that is intended as source material for the Cities and Gresham and Portland to use in amending their Transportation System Plans. The Local Street Network Plan contains a street plan, functional street classification map, bicycle and pedestrian plan, and connectivity standards that meet regional and local connectivity requirements. The plan is responsive to the Natural Resources strategy, the Foster-Powell Corridor Plan project, and the Regional Transportation Plan.

The transportation and land use recommendations of the concept plan and implementation report will be considered as part of the update to the regional transportation plan.