

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF REVISING THE ) RESOLUTION NO. 04-3450  
TRANSPORTATION PLANNING PUBLIC )  
INVOLVEMENT POLICY TO UPDATE THE )  
POLICY AND TO CONSOLIDATE METRO ) Introduced by Councilor Rod Park  
AND LOCAL GOVERNMENT STANDARDS )

WHEREAS, federal transportation legislation requires urban areas, through a Metropolitan Planning Organization (“MPO”), to develop and implement a continuing and comprehensive transportation planning process that includes a public involvement process which is incorporated into the overall transportation planning process and is regularly reviewed and updated; and

WHEREAS, the first state land use goal is public involvement; and

WHEREAS, the Regional Transportation Plan calls for these public involvement guidelines to be followed; and

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

WHEREAS, the Metro Council adopted the Public Involvement Policy for Transportation Planning and the Local Public Involvement Policy as Resolution 95-2174A (For the Purpose of Adopting Public Involvement Policies for Regional Transportation Planning and for Local Jurisdictions Submitting Projects to Metro for RTP and MTIP Consideration) on July 27, 1995, that included a requirement to periodically review and update the policy; and

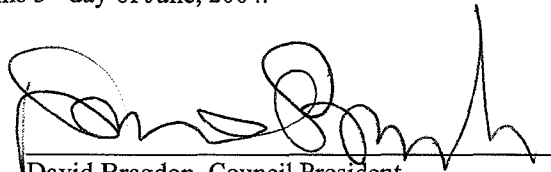
WHEREAS, Metro involved the public and the Metro Committee on Citizen Involvement (“MCCI”) in the process of reviewing draft revised public involvement policy by providing for a 45-day public comment period between January 30, 2004, and March 18, 2004, meeting with MCCI, posting the draft policy on Metro’s web site, and placing an advertisement in *The Oregonian* providing notice of availability of the draft policy; and *The Oregonian* providing notice of availability of the draft policy; and

WHEREAS, Metro revised the draft policy to reflect changes suggested during the public comment period and provided those who commented with a copy of the revised policy and notice of the decision-making and adoption process; now, therefore,

BE IT RESOLVED, by the Metro Council that:


1. The Public Involvement Policy for Transportation Planning is revised as shown in Exhibit "A", attached and incorporated into this resolution, and becomes the practice in Metro's overall regional transportation planning process.
2. The Local Public Involvement Checklist (Exhibit "A", Appendix H) replaces the Local Public Involvement Policy as the standard local governments must meet before bringing transportation projects to Metro for funding.

ADOPTED by the Metro Council this 3<sup>rd</sup> day of June, 2004.



David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney



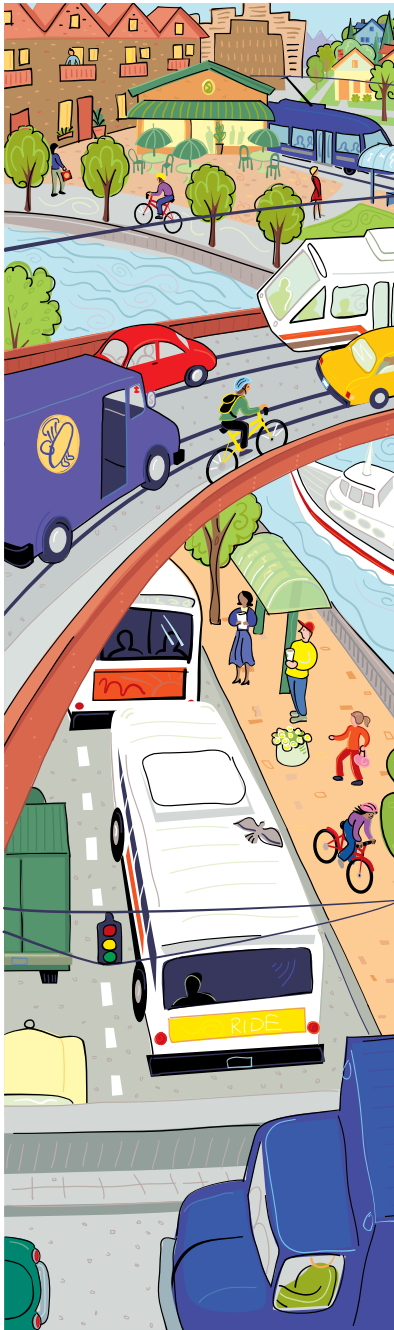
# Transportation Planning Public Involvement Policy

May 5, 2004



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# Transportation Planning Public Involvement Policy

## EXECUTIVE SUMMARY

### Public Involvement in Regional Transportation Planning and Funding Activities

Metro's public involvement policy for regional transportation planning and funding activities is intended to support and encourage broad-based public participation in development and review of Metro's transportation plans, programs and projects. The policy was developed in July 1995 in response to citizen interest and changes in state and federal planning requirements. It was revised in January 2004 in concert with the 2004 federal update to the Regional Transportation Plan.

The policy details procedures and guidelines that Metro is expected to follow in order to ensure that public involvement efforts are proactive and provide opportunities for the region's residents and interest groups to actively participate in the development and review of regional transportation plans, programs and major projects.

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

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



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and minority residents. The work plans also will specify how information related to the project will be disseminated to the public and other interested parties, including public meetings, hearings, Metro's web site, paid advertisements, mailings and flyers.

### **Public involvement goals**

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

### **Policy objectives**

1. Develop a detailed public involvement plan and clear timeline of decision points early in the transportation planning and funding process.
2. Involve those traditionally under-served by the existing system and those traditionally under-represented in the transportation process and consider their transportation needs in the development and review of Metro's transportation plans, programs and projects. This includes, but is not limited to, minority and low-income households and persons who are unable to own and/or operate a private automobile, such as youth, the elderly and the disabled.
3. Remove barriers to public participation for those traditionally under-represented in the transportation planning process.
4. Involve local, regional and state jurisdictions that own and operate the region's transportation system in the development and review of Metro's transportation plans, programs and projects.
5. Provide adequate public notice of public involvement activities and time for public review and comment at key decision points, including but not limited to approval of transportation plans and improvement programs.
6. Provide information on regional transportation planning and funding activities in a timely manner to interested parties.
7. Provide opportunities for the public to provide input on the proposed transportation plan, project or project. Create a record of public comment received and agency response regarding draft transportation plans and programs at the regional level.
8. Provide updated summaries of public comment at key decision points.
9. Provide additional opportunities for public comment if there are significant differences between the draft and final plans.

10. Ensure that development of local transportation plans and programs are conducted according to Metro guidelines for local public involvement.
11. Periodically review and update the public involvement process to reflect feedback from the public.

### **Public involvement guidelines**

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

Local government public involvement – For transportation plans and projects submitted to Metro for federal funding, local governments should comply with the *Local public involvement checklist* (Appendix H in this document).

### **Compliance and dispute resolution**

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

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

### **Effective date of policy**

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

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## SECTION 1 INTRODUCTION

Metro's public involvement policy for its regional transportation planning, programming and project development activities was developed to ensure inclusive and effective participation in the formation of public policy. It responds to strong interest in the region and complies with changes to state and federal planning requirements. The policy is intended to support and encourage broad-based public participation in the development and review of Metro's transportation plans, programs and projects. The goal of Metro's public involvement policy is to invite and provide for early and continuing public participation throughout the transportation planning and funding process in the Portland metropolitan region. This policy establishes consistent minimum standards to accomplish this goal; standards beyond these minimums may be applied as warranted and are encouraged.

Adopted in 1991, the federal Intermodal Surface Transportation Efficiency Act (ISTEA) was amended in 1998 as the Transportation Equity Act for the 21st Century (TEA-21). These Congressional acts expanded public participation in the transportation planning process and required increased cooperation among the jurisdictions that own and operate the region's transportation system. These partners include the region's 24 cities, three counties, Oregon Department of Transportation, Oregon Department of Environmental Quality, Port of Portland, TriMet, Washington Regional Transportation Council, Washington Department of Transportation, Southwest Washington Air Pollution Control Authority and other Clark County governments. The acts require urban areas, through a metropolitan planning organization (MPO), to develop and implement a continuing, cooperative, and comprehensive transportation planning process. As the designated MPO for the Portland metropolitan area, Metro is responsible for the transportation planning process, including development of metropolitan transportation plans and transportation improvement programs (TIPs), studies of major transportation investments, and management systems, among others. ISTEA also required MPOs to develop a public involvement process and to incorporate this process into the overall transportation planning process. The public involvement process should be proactive and should provide "complete information, timely public notice, full access to key decisions, and (support) early and continuing involvement of the public in developing plans and (programs)."

Oregon state planning goal 1 is citizen involvement. It requires that each governing body adopt and publicize a program for citizen involvement that is appropriate to the scale of the planning effort. The public involvement program should allow for continuity of information and enable citizens to understand the issues. Goal 1 also calls for regional agencies to use existing local citizen involvement programs established by counties and cities.

Local public involvement procedures and guidelines also have been developed to ensure that there is adequate public participation at the local level in the formulation and adoption of local transportation plans and programs from which projects are drawn and submitted to Metro for federal funding. Compliance with these local procedures will be demonstrated through completing each step outlined in the *Local public involvement checklist* (Appendix H of this document).



## **SECTION 2 SCOPE OF POLICY**

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

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

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

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

## **SECTION 3 METRO PUBLIC INVOLVEMENT PROCEDURES**

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

## **GOAL**

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

## **OBJECTIVES**

### **Policy objectives**

1. Develop a detailed public involvement plan and clear timeline of decision points early in the transportation planning and funding process.
2. Involve those traditionally under-served by the existing system and those traditionally under-represented in the transportation process and consider their transportation needs in the development and review of Metro's transportation plans, programs and projects. This includes, but is not limited to, minority and low-income households and persons who are unable to own and/or operate a private automobile, such as youth, the elderly and the disabled.
3. Remove barriers to public participation by those traditionally under-represented in the transportation planning process.
4. Involve local, regional and state jurisdictions that own and operate the region's transportation system in the development and review of Metro's transportation plans, programs and projects.
5. Provide adequate public notice of public involvement activities and time for public review and comment at key decision points, including but not limited to approval of transportation plans and improvement programs.
6. Provide information on regional transportation planning and funding activities in a timely manner to interested parties.
7. Provide opportunities for the public to provide input on the proposed transportation plan, project or project. Create a record of public comment received and agency response regarding draft transportation plans and programs at the regional level.
8. Provide updated summaries of public comment at key decision points.
9. Provide additional opportunities for public comment if there are significant differences between the draft and final plans.
10. Ensure that development of local transportation plans and programs are conducted according to Metro guidelines for local public involvement.

11. Periodically review and update the public involvement process to reflect feedback from the public.

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

12. Ensure that development of local transportation plans and programs was conducted according to Metro guidelines for local public involvement as defined in the *Local public involvement checklist*.

## **PUBLIC INVOLVEMENT PLAN**

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

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

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

## **GUIDELINES**

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

### **How to use these guidelines:**

All Metro plans, programs and project development activities are subject to the following guidelines. The guidelines for timeliness of notification are more restrictive for long-term, large-scale (i.e., “major”) planning and programming efforts than for the other

activities. These long-term, large-scale activities include major updates to the Regional Transportation Plan and the Metropolitan Transportation Improvement Program. These are the two primary ongoing documents guiding improvements to the regional transportation system.

The regional planning process also involves other large-scale planning efforts, such as major planning studies of transportation needs in particular transportation corridors and subareas of the region. These major planning and programming activities are identified in Metro's Unified Work Program, have long-range significance and generally take more than one year to complete.

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

### *1. Timeliness of notification*

Provide minimum advance notice for public participation in regional transportation planning, programming and project development. Minimum required notice will depend on the type of plan, program or project development effort under review. Generally, notice for key decision points or kickoff for any major project, program or plan should be given to the mailing list, neighborhood associations and other stakeholders and interested parties at least 45 days in advance to allow a full cycle of neighborhood and community group meetings between notice and action. A longer lead time is desirable, if possible.

Notices of project kickoff should include information about how to join the project mailing list and how to participate in problem definition, goals and objectives and alternatives to be studied. If a citizen advisory committee (CAC) is to be used – it is optional for any particular plan or program – the advance notice should indicate that a CAC is being recruited. Notices of key decision points should outline how and when decisions will be made and how comment on decisions can be made. For other projects, advance notice will depend on the scope and schedule of the effort. It is recognized that each project is unique and that a very visible or targeted public information effort can somewhat compensate for a shortened time frame when necessary.

As appropriate, notice may be through an announcement on the Metro web site and transportation hotline, a mailing or a newspaper advertisement.

Two weeks' notice to the project mailing list is required for public involvement opportunities and informational activities, understanding that there may be special circumstances where this is not feasible or desirable. It is recognized that each planning activity is unique and that a very visible or targeted public information effort can somewhat compensate for a shortened time frame when necessary. Where possible, neighborhood associations and other interest groups should be notified 45 calendar days in advance. Examples of public involvement events include:

- public hearings or open houses to review proposed plans or programs
- neighborhood meetings or workshops to discuss proposed plans/scoping documents
- JPACT discussion of proposed work scope for major study/plan
- JPACT/Metro Council non-voting discussion of proposed plans/programs.

## ***2. Notification methods***

Notices of public hearings, meetings and other activities should be published in a newspaper of general circulation, such as The Oregonian. For projects that are not regional in scope and do not carry a federal requirement to publish regional notice, notice in community newspapers may be substituted. Other media (e.g., radio, television) should be used as needed. In addition, an up-to-date mailing list should be kept to directly notify affected and interested persons and groups. Each mailing list should include interested reporters and neighborhood group contacts. Examples of affected and interested parties are listed in Appendix C. The Metro web site should include listings of all public meetings and key decision points.

## ***3. Content of notifications***

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

- What action is being undertaken and an explanation of the process.
- What issues are open for discussion (e.g., regional significance).
- Who is holding the event/meeting and to whom comments will be made.
- How the comments will be used.
- How much time is scheduled for public comment at meetings.
- Who should be interested/concerned and what are the major issues.
- Who may be contacted by telephone, in writing or by other means to offer comments and/or suggestions.
- Future opportunities for comment and involvement.
- The purpose, schedule, location, and time of meetings.
- The location(s) where information is available.
- The comment period for written/oral comments.
- The process that may be available for supplementing or modifying the final plan or program (including identifying the anticipated time period for the next plan/program update).

## ***4. Scheduling of meetings***

Meetings and hearings should be scheduled to allow the best opportunity for attendance by the general public and interest groups.

## ***5. Access to meetings***

Meetings and hearings should be conducted in a convenient and fully accessible location. Meeting/hearing locations should be accessible by transit.

## ***6. Form of communication***

All technical and policy information should be summarized so that it is easily understood and usable by the public. The public also should have full access to technical data and analysis. To the extent possible, knowledgeable persons should be available to answer technical and policy questions at key public meetings and hearings. An opportunity should be provided for the public to initiate ideas as well as respond to plans, programs and project ideas proposed by staff.

## ***7. Comment and review periods***

Provide adequate time for public review of draft documents or staff recommendations prior to comment or testimony, such as public hearings. The length of comment and review periods will vary based on the nature of the plan or program and the total amount of time available to complete the planning and programming process.

When making air quality conformity determinations for transportation plans and programs Metro will follow the public participation requirements in the State Conformity Rule 340-20-760 (4). Metro will make available to the public the draft conformity determination and all supporting documents. Written notification of the availability of the draft determination and all supporting documents shall also be provided to any party requesting such notification. Comments submitted to Metro during the review period shall be made part of the record of any final decision.

## ***8. Form and use of public comment***

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

## ***9. Feedback/response to public comment***

Comments should be responded to in a timely manner. As appropriate, comments and concerns may be addressed as a group rather than individually. A general summary of public comments and agency responses should be provided to participants in the regional planning process, while maintaining a complete record containing copies or transcripts of all public input for public review. For long term plans, programs and projects, a feedback mechanism should be established to occur regularly and to maintain public interest. Significant oral and written comments on the draft RTP and MTIP will become part of the final plan and MTIP.

## ***10. Evaluation/refinement of public involvement process***

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

### ***11. Advisory committees***

Citizen or policy advisory committees may be formed for transportation projects, but they are not required. If used, they are to comply with Title 2.19 of the Metro Code.

### ***12. Remove barriers to involvement***

Metro encourages public involvement and technical staff to use creative outreach methods. It is especially important to develop outreach when Metro goes to people rather than asking community members to come to Metro.

## **SECTION 4: RELATION OF THIS POLICY TO LOCAL PUBLIC INVOLVEMENT PROCESSES**

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

## **SECTION 5: COMPLIANCE**

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

### **5. A. How the policy and its procedures will be applied**

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

## **5. B. Dispute-resolution process**

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

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

## **5. C. Effective date of policy**

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

1. Metro transportation plans (e.g., Regional Transportation Plan: 2007 Update)
2. Metro transportation programs (e.g., Fiscal year 2006-09 Metropolitan Transportation Improvement Program)
3. Metro transportation project development activities (e.g., Highway 217 Corridor Study)

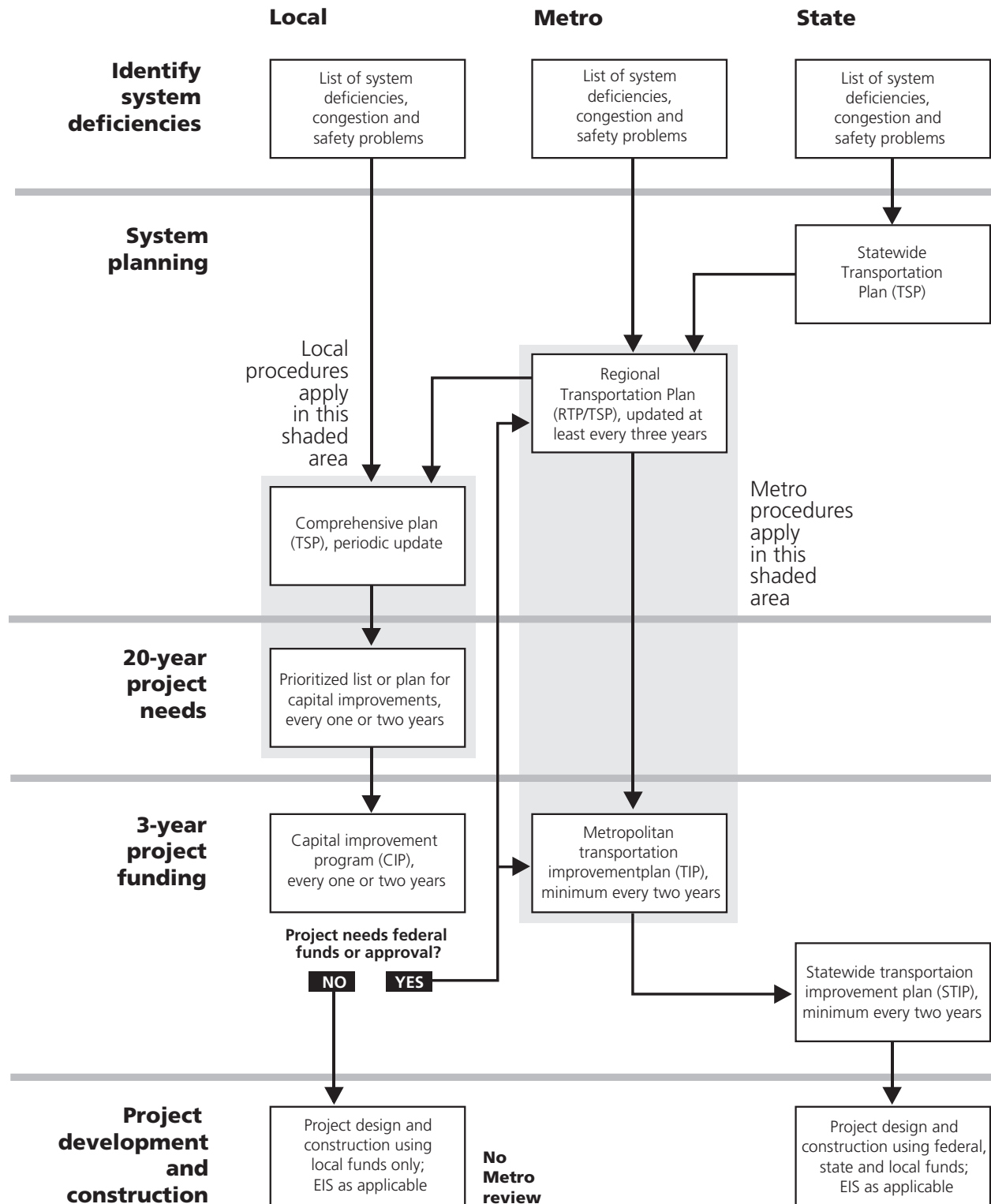
## **5. D. Amendments to policy**

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



# APPENDIX A

## Transportation Planning and Programming Process



## APPENDIX B

### Glossary

**Citizen advisory committee (CAC)** – Selected for a specific issue, project or process, a group of citizens volunteer are appointed by Metro to represent citizen interests on regional transportation issues.

**The Intermodal Surface Transportation Efficiency Act (ISTEA)**, signed into law on Dec. 18, 1991, provides regions and states with additional funding and more flexibility in making transportation decisions. The act places significant emphasis on broadening public participation in the transportation planning process to include key stakeholders, including the business community, community groups, transit operators, other governmental agencies and those who have been traditionally underserved by the transportation system. Among other things, the act requires the metropolitan area planning process to include additional considerations such as land use, intermodal connectivity, methods to enhance transit service and needs identified through the management systems.

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

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

The **Metro Council** is composed of six members elected from districts throughout the metropolitan region and a council president elected regionwide. The council approves Metro policies, including transportation.

**Metropolitan planning organization (MPO)** is an organization designated by the Governor to provide a forum for cooperative transportation decision-making for the metropolitan planning area. Metro is the MPO for the Oregon portion of the Portland-Vancouver metropolitan area.

**Metropolitan Transportation Improvement Program (MTIP)** – A staged, multi-year, intermodal program of transportation projects consistent with the metropolitan transportation plan.

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

**Transportation disadvantaged/persons** potentially under-served by the transportation system are identified in the ISTEA metropolitan area planning regulations as those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability. This includes, but is not limited to, low-income and minority households. Persons who are unable to own and/or operate a private automobile (e.g., youth, the elderly and the disabled) also may be included in this category.

**Regional Transportation Plan (RTP)** – The official intermodal transportation plan developed and adopted through the metropolitan transportation planning process for the metropolitan planning area.

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

Signed into law on June 9, 1998, the **Transportation Equity Act for the 21st Century (TEA-21)** authorizes highway, highway safety, transit and other surface transportation programs for the years 1998 through 2003. TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was the last major authorizing legislation for surface transportation.

**The Transportation Planning Rule** was adopted in 1991 to implement Statewide Planning Goal 12 (Transportation). The rule requires the state’s metropolitan areas to reduce reliance on the automobile by developing transportation system plans that improve opportunities for walking, biking and use of transit, demonstrate reductions in vehicles miles of travel per capita and in parking spaces per capita.

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

## **APPENDIX C**

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

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

Elected officials

Neighborhood associations

Property owners

Business groups

Users of the facility or corridor

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

Persons potentially under-served by the transportation system

## **APPENDIX D**

### **Notification methods/strategies (examples)**

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

- News bulletins
- Newsletters
- Public notices
- Distribution of flyers
- Public service announcements
- Electronic bulletin board
- Billboards
- Posters
- News stories
- Advertisements
- Mailings to interested/affected party's list

## APPENDIX E

### **Opportunities for public involvement (examples)**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## APPENDIX F

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

#### **§450.316 Metropolitan transportation planning process: Elements.**

(1) Include a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans and TIPs and meets the requirements and criteria specified as follows:

- (i) Require a minimum public comment period of 45 days before the public involvement process is initially adopted or revised;
- (ii) Provide timely information about transportation issues and processes to citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other interested parties and segments of the community affected by transportation plans, programs and projects (including but not limited to central city and other local jurisdiction concerns);
- (iii) Provide reasonable public access to technical and policy information used in the development of plans and TIPs and open public meetings where matters related to the Federal-aid highway and transit programs are being considered;
- (iv) Require adequate public notice of public involvement activities and time for public review and comment at key decision points, including, but not limited to, approval of plans and TIPs (in nonattainment areas, classified as serious and above, the comment period shall be at least 30 days for the plan, TIP and major amendment(s));
- (v) Demonstrate explicit consideration and response to public input received during the planning and program development processes;
- (vi) Seek out and consider the needs of those traditionally underserved by existing transportation systems, including but not limited to low-income and minority households;
- (vii) When significant written and oral comments are received on the draft transportation plan or TIP (including the financial plan) as a result of the public involvement process or the interagency consultation process required under the U.S. EPA's conformity regulations, a summary, analysis, and report on the disposition of comments shall be made part of the final plan and TIP;
- (viii) If the final transportation plan or TIP differs significantly from the one which was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts, an additional opportunity for public comment on the revised plan or TIP shall be made available;
- (ix) Public involvement processes shall be periodically reviewed by the MPO in terms of their effectiveness in assuring that the process provides full and open access to all;



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

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

### **SECTION 450.322 (c): Metropolitan Transportation Plan**

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

### **SECTION 450.324 (c): Metropolitan Transportation Improvement Program (TIP)**

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

### **SECTION 450.326: TIP: Modification**

Public involvement procedures consistent with 450.316(b)(1) shall be used in amending the TIP, except that these procedures are not required for TIP amendments that only involve projects of the type covered in 450.324(i).

## **APPENDIX G: DEVELOPMENT OF POLICY**

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

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

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

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

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

## APPENDIX H: LOCAL PUBLIC INVOLVEMENT CHECKLIST

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

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

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

### A. Checklist

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

*Keep copy of applicable public involvement plan and/or procedures.*

- 2. Appropriate interested and affected groups were identified and the list was updated as needed.

*Maintain list of interested and affected parties.*

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

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

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

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

- ❑ 5. Provided a forum for timely, accessible input throughout the lifetime of the plan/program.

*Keep descriptions of opportunities for ongoing public involvement in the plan/program, including citizen advisory committees. For key public meetings, this includes the date, location and attendance.*

- ❑ 6. Provided opportunity for input in reviewing screening and prioritization criteria.

*Keep descriptions of opportunities for public involvement in reviewing screening and prioritization criteria. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.*

- ❑ 7. Provided opportunity for review/comment on staff recommendations.

*Keep descriptions of opportunities for public review of staff recommendations. For key public meetings, this includes the date, location and attendance. For surveys, this includes the number received.*

- ❑ 8. Considered and responded to public comments and questions. As appropriate, the draft documents and/or recommendations were revised based on public input.

*Keep record of comments received and response provided.*

- ❑ 9. Provided adequate notification of final adoption of the plan or program. If the plan or program's schedule allows, the local jurisdiction should notify neighborhood associations, citizen participation organizations and other interest groups 45 calendar days prior to the adoption date. A follow-up notice should be distributed prior to the event to provide more detailed information.

*Keep descriptions of the notifications, including dated examples. For announcements sent by mail, keep descriptions and include number of persons/groups on mailing list.*

## **B. Certification Statement**

\_\_\_\_\_  
(project sponsor)

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

\_\_\_\_\_  
(signed)

\_\_\_\_\_  
(date)

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

Please attach a summary (maximum 2 pages) of the key elements of the public involvement process for this plan, program or group of projects.

# APPENDIX I: OREGON'S STATEWIDE PLANNING GOALS AND GUIDELINES

## GOAL 1: CITIZEN INVOLVEMENT

### **OAR 660-015-0000(1)**

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process. The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

#### ***1. Citizen Involvement – To provide for widespread citizen involvement.***

The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process.

The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

**2. *Communication – To assure effective two-way communication with citizens.***

Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

**3. *Citizen Influence – To provide the opportunity for citizens to be involved in all phases of the planning process.***

Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.

**4. *Technical Information – To assure that technical information is available in an understandable form.***

Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

**5. *Feedback Mechanisms – To assure that citizens will receive a response from policy-makers.***

Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy decisions shall be available in the form of a written record.

**6. *Financial Support – To insure funding for the citizen involvement program.***

Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

**A. Citizen involvement**

1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.

3. In the selection of members for the committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on the CCI; committee appointees should receive official notification of their selection; and committee appointments should be well publicized.

## **B. Communication**

Newsletters, mailings, posters, mail-back questionnaires, and other available media should be used in the citizen involvement program.

## **C. Citizen influence**

*1. Data Collection* – The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

*2. Plan Preparation* – The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

*3. Adoption Process* – The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

*4. Implementation* – The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan.

The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

*5. Evaluation* – The general public, through the local citizen involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land use plans.

*6. Revision* – The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.



## **D. Technical information**

1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.
2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

## **E. Feedback mechanism**

1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.
2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

## **F. Financial support**

1. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

## **Metro** **People places • open spaces**

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 24 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

### *Your Metro representatives*

Metro Council President – David Bragdon

Metro Councilors – Rod Park, District 1; Brian Newman, deputy council president, District 2; Carl Hosticka, District 3; Susan McLain, District 4; Rex Burkholder, District 5; Rod Monroe, District 6.

Auditor – Alexis Dow, CPA

### *Metro's web site*

[www.metro-region.org](http://www.metro-region.org)

## STAFF REPORT

### IN CONSIDERATION OF NO. 04-3450, FOR THE PURPOSE OF REVISING THE TRANSPORTATION PLANNING PUBLIC INVOLVEMENT POLICY TO UPDATE THE POLICY AND TO CONSOLIDATE METRO AND LOCAL GOVERNMENT STANDARDS

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Date: June 3, 2004

Prepared by: Kristin Hull

## BACKGROUND

In July 1995, the Metro Council adopted the Transportation Planning Public Involvement Policy in response to changes in federal transportation funding legislation. The policy was developed by an ad hoc public involvement committee comprised of representatives of the Metro Committee on Citizen Involvement (MCCI) and the Transportation Policy Alternatives Committee (TPAC).

The Transportation Planning Public Involvement 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, timely public notices and effective opportunities to comment in the decision-making process. The policy also defines standards that local governments must meet when developing projects that are submitted to Metro for funding.

Exhibit A to the resolution incorporates revisions identified during a periodic review of the Transportation Planning Public Involvement Policy. Revisions include:

- Incorporating the Local Public Involvement Policy into the Transportation Planning Public Involvement Policy through inclusion of Appendix H, Local Public Involvement Checklist.
- Simplifying the format of the document.
- Clarifying language that directs staff to employ creative means to reach the public, especially those underserved by the transportation system.
- Clarifying the use of e-mail and web postings in meeting public outreach and notice requirements.

The Transportation Planning Public Involvement Policy was available for public review and comment between January 30, 2004 and March 18, 2004. Notice of the public comment period and availability of the policy was advertised in *The Oregonian* as well as on Metro's web site. The policy was presented to MCCI twice during the comment period. Comments received are included as Attachment 1 to this staff report.

After the close of the 45-day public comment period, staff revised the policy based on comments received. The revised policy and comments were then taken to MCCI for additional feedback.

## ANALYSIS/INFORMATION

1. **Known Opposition** None
2. **Legal Antecedents**

Previous related Metro Council actions include:

- Metro Resolution 95-2174A, For the Purpose of Adopting Public Involvement Policies For Regional Transportation Planning and For Local Jurisdictions Submitting Projects to Metro For RTP and MTIP Consideration, adopted on July 27, 1995.

### **3. Anticipated Effects**

Improve public involvement procedures for Metro-led projects and simplify public involvement procedures for local government projects that receive funding from Metro.

### **4. Budget Impacts**

None

## **RECOMMENDED ACTION**

Adopt Resolution 04-3450.

**Comments received on the Transportation Planning Public Involvement Policy**

**E-mail received at [comments@metro.dst.or.us](mailto:comments@metro.dst.or.us) from TR Parker on 2/12/04**

There are many flaws in the regional transportation process. The biggest one is elected officials and planners only listen to what they want to hear, and not the rest of the public. That discards related ideas from the planning process and eliminates any reality check. Below are six major flaws that need to be corrected:

Flaw Number 1: Citizen advisory committees are touted as being a cross section of individuals. This is anything but true. Motorists make up over 80% of commuters in the metro region, however while there is direct representation on committees for transit, bicyclists and pedestrians, motorists who pay for the majority of projects through federal, state and local taxes on motor vehicles have no direct representation on transportation committees. Given the vast majority of commuters are stakeholder motorists, they should have representation equal in numbers to all other modes combined. Second, it seems the same citizen, government and business interest representatives continue to serve on committee after committee. Rules need to be adopted so that an individual can only serve on no more than one transportation committee concurrently, and a period of time of six months to a year must take place when an individual can serve consecutively on a different transportation committee. This is so there will be more new ideas and more people can be involved. Finally there should not be any tests designed to pre-determine citizen representatives opinions, preferences or align them to agree with the political agenda of a project which in the past have been to eliminate candidates who may differ in opinions, or may disagree with the premise of a project.

Flaw Number 2: Surveys requested from the public have questions than need interpretation. They must be reworded to ask direct questions. An example would be instead of asking if a street should have more pedestrian improvements, ask direct questions like: Should the street have curb extensions? Should the street have more marked crosswalks? Should the street have more signalized intersections? Do you agree with wider sidewalks if it would narrow the lanes on the street or remove parking? Should busses be required to pull out of travel lanes when stopping for passengers? Eliminate questions that do not relate to a specific option. In addition survey canvas areas are often too small. Attempts must be made to identify and send surveys to all users of a street or project, not just the ones who live nearby.

Flaw Number 3: There is a continued planning effort to create more bicycle facilities without any kind of direct user fee. Discussions must begin to identify sources of revenue for these projects that come directly from the user bicyclists and not have motorists continue to subsidize bicycle projects.

Flaw Number 4: Information on the downside of many transportation projects is not made available to the public, difficult to obtain, or is covered up. Buzz words like “slowing traffic down” or “street modernization” are often used without any facts or figures of what is actually being done. If curb extensions are added to a street where the byproduct is busses stopping in travel lanes for passengers, Metro, Tri-Met and the City are quick to talk about the few minutes saved for bus passengers. However, the additional congestion created must be identified with numbers available to the public, The increased fuel consumption born by motorists due to the increased congestion must also be estimated along with the negative impacts on air quality, and those numbers must be available to the public. Also the dollar amount for any such project must be calculated in to the time savings for transit and the other unfavorable impacts created, The same type of information is needed when motor vehicle travel lanes are removed or narrowed to accommodate bicycle lanes or wider sidewalks. There is too little discussion of maintaining what we already have vs spending money and replacing it with something else. The take-a-ways and the impacts of take-a-ways on any project must be better addressed to the public. Any specific expense to lessen the impacts or accommodate the take-a-ways must also be better addressed to the public.

Flaw Number 5: Projects are often not fully identified correctly. An example is the Sandy Boulevard paving project. It is more than just a paving project, but is not identified as such. There are major proposed street modifications that are not identified in the title of the project. The impacts that need to be addressed are covered in flaw number 4. Adding a lane to I-5 in the Delta Park has also been misidentified. Hidden in the text is the desire of the powers that be to make that lane a restricted HOV lane. It is not obvious until the fine print is read. The survey where the additional lane was opted for by the public had only hinted at the idea of an HOV lane to the people voting to add a lane, but not in the same place in the information where selections were made. This also is part of flaw number 2. There are just too many hidden agendas in transportation planning and spending that the public needs total up front information on.

Flaw Number 6: There is an absence of accountability, consideration of alternative ideas and true long rang planning. The best example of an alternative idea and long range planning is addressing the real consideration of putting Max under the mall instead of spending money to put Max on the mall, a project which could very well be obsolete in 20 years. Projects must have an identified life span. The public needs this information which is often not disclosed. This is one big area where the public loses accountability of the process. Too often an expensive project only lasts a few years. One example is the Coliseum Max Station. Originally opened in 1986, it has been re-done four times since then. Having re-construction occur in such a short period of time is a waste of taxpayer dollars. Another example of lost accountability can be applied to the Hawthorne Bridge. Multnomah County went to the expense of reinforcing the bridge to accommodate Max when replacing the deck. Now officials want a separate bridge claiming routing Max over the Hawthorne Bridge will be to

disruptive to other traffic and want to build a new bridge for Max. At the same time planning continues to route the Eastside Trolley over the Broadway Bridge that carries about the same amount of traffic as the Hawthorne Bridge. This double standard can only be attributed to the hypocritical transportation planning leadership and political agendas. It absolutely reeks of with lack of accountability. This is why the information in flaw number 4 is so important. The Eastside Trolley extension will also require expensive operational support not disclosed to the public up front. Again no accountability. Claims the current Downtown Trolley spurred new development also lack accountability and need to be challenged. The development occurred mostly due to all the tax abatements and exemptions at the public's expense, not the trolley. Once again all the information is not being bundled in one package for the public see all the facts and not be deceived into additional spending not addressed up front. The bottom line there is, political agendas have taken over for lack of long-range planning and accountability, just expensive political wants and toys the public can no longer afford.

T. R. Parker Northeast Portland [trpark2000@hotmail.com](mailto:trpark2000@hotmail.com)

March 16, 2004

Metro  
600 NE Grand Avenue  
Portland, OR 97232

RE: Public Involvement Policy

Dear Public Involvement Policy review committee:

Thank you for the opportunity to review Metro's proposed Public Involvement Policy. Overall, we think it is a good attempt to garner public input and we appreciate the time and thought that went into developing this.

Portland's Pedestrian Advisory Committee is directed by Portland's Transportation Commissioner to advise public agencies to enhance pedestrian accessibility, mobility, and safety throughout Portland. Metro is an important designer and financier of major transportation infrastructure in Portland's city limits. The ease and effectiveness of Metro's public involvement policy has a direct affect on our ability as pedestrian advisors.

We had three main comments in regards to the proposed policy:

1) This document goes to great lengths to describe how public comments will be accounted for, but it still is not clear what process will be taken when the public comments differ with Metro's opinion. From reading this document, the only thing that would appear to happen at that point is that Metro would review to see that all the proper steps were followed in their public outreach policy. If the majority of the public that comments voices an opinion in opposition to Metro, how does this get resolved? The only mention of this is that " the dispute resolution process will focus on the degree of compliance with the guidelines contained in this policy. The extent to which the agency's actions met the intent of the policy by achieving the goals and objectives of the procedures will be considered. If it is determined that Metro has not met the spirit of the guidelines contained in this policy, Metro may be required to conduct additional public involvement activities to ensure there has been adequate public review." The way this is described, it sounds like there could be numerous "public involvement activities" without any actual response to the public regarding their concerns. In many public processes, it seems to be a common practice to simply record comments, without any actual response. We understand that this is time consuming, but feel this is needed to achieve meaningful involvement.

2) We applaud Metro's attempt as outlined in this document to engage those who are usually disenfranchised from the process. As cited, barriers to involvement will need to be removed. Some of these barriers include, but are not limited to work schedules, child care, lack of understanding about the issues, non-welcoming environment, lack of culturally appropriate materials, etc. Obviously Metro won't know the needs or barriers of a constituent group until a project is chosen and its impact area identified, but in general, we would like to encourage more point-of-service outreach. This includes surveys at bus stops, at busy intersections, at businesses in the area, and/or coordinating with employers and schools in a project area and also with social service agencies, senior centers and groups, affordable housing providers, etc. that are able to assist. Outreach, such as the one Metro did with AIM High School students are a great way to engage those who otherwise would be left outside the process. We would like to see Metro offer



more user-friendly materials that are short and to the point and culturally appropriate for a given area. Most citizens will not have time or interest to review a 31 page document, such as this Public Involvement Policy document!

3) Additionally, we would just like to encourage more lead-time, whenever possible. The plan outlines at least 45 days in advance, and while that should allow for a full cycle of neighborhood and community meetings between notice and action, citizens often need to discuss and review several times before coming to a decision. So, the more time, the better, whenever possible.

A meaningful public involvement process will allow citizens to be able to share their vision for their communities and for the metro region and this is what will hopefully drive the decision making in future projects. Thank you, once again, for the opportunity to comment.

Sincerely,

Susan Barrett

City of Portland, Portland Pedestrian Advisory Committee