

# A G E N D A

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1538 | FAX 503 797 1793



**METRO**

MEETING: METRO COUNCIL REGULAR MEETING - REVISED  
DATE: July 25, 1996  
DAY: Thursday  
TIME: 2:00 PM  
PLACE: Council Chamber

Approx.  
Time\*

Presenter

2:00 PM	<b>CALL TO ORDER AND ROLL CALL</b>	
(5 min.)	<b>1. INTRODUCTIONS</b>	
(5 min.)	<b>2. CITIZEN COMMUNICATIONS</b>	
(10 min.)	<b>3. EXECUTIVE OFFICER COMMUNICATIONS</b>	
	<b>4. CONSENT AGENDA</b>	
2:20 PM (5 min)	4.1 Consideration of Minutes for the July 18, 1996 Metro Council Meeting.	
	<b>5. INFORMATIONAL PRESENTATION</b>	
	<b>6. ORDINANCES -FIRST READING</b>	
2:25 PM (5 min)	6.1 <b>Ordinance No. 96-650</b> , For the Purpose of Amending the Metro Code Regarding Salary Administration for Non-Represented Employees.	
	<b>7. RESOLUTIONS</b>	
2:30 PM (5 min)	7.1 <b>Resolution No. 96-2327</b> , For the Purpose of Approving Chapter 1 of the Regional Transportation Plan Update.	Monroe
2:35 PM (5 min)	7.2 <b>Resolution No. 96-2356</b> , For the Purpose of Amending the FY 1996 Metropolitan Transportation Improvement Plan to Update the Regional Transit System.	McLain
2:40 PM (5 min)	7.3 <b>Resolution No. 96-2363</b> , For the Purpose of Appointing Members to the Metro Committee for Citizen Involvement.	McLain

2:45 PM (5 min)	7.4	<b>Resolution No. 96-2360</b> , For the Purpose of Confirming Nominations to Fill Vacancies on the Regional Parks and Greenspaces Advisory Committee.	McCaig
2:50 PM (5 min)	7.5	<b>Resolution No. 96-2368</b> , For the Purpose of Approving the Content of Public Information Materials for the 1996 Zoo Capital Improvements Bond Measure.	McCaig
2:55 PM (5 min)	7.6	<b>Resolution No. 96-2373</b> , For the Purpose of Requesting that the Land Conservation and Development Commission Adjust the 1992 Urban Reserve Rule.	McLain
	8.	<b>EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(1)(E). DELIBERATIONS WITH PERSONS DESIGNATED TO NEGOTIATE REAL PROPERTY TRANSACTIONS.</b>	
3:00 PM (5 min)	8.1	<b>Resolution No. 96-2361</b> , For the Purpose of Approving a Refinement Plan for the East Buttes and Boring Lava Domes Target Area as Outlined in the Open Space Implementation Work Plan.	Monroe
3:05 PM (5 min)	8.2	<b>Resolution No. 96-2362</b> , For the Purpose of Approving a Refinement Plan for the OMSI to Springwater Corridor Target Area as Outlined in the Open Space Implementation Work Plan.	McCaig
	9.	<b>EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(1)(D) TO CONSULT WITH PERSONS AUTHORIZED TO CONDUCT LABOR NEGOTIATIONS</b>	
3:10 PM (10 min)	9.1	<b>Resolution No. 96-2375</b> , For the Purpose of Ratifying the AFSCME Local 3580 Collective Bargaining Agreement for July 1, 1996 through June 30, 1999.	Burton
3:20 PM (15 min)	9.2	<b>Resolution No. 96-2379</b> , For the Purpose of Revising Metro's Non-Represented Employee Pay Plans and Amending Metro's PERS retirement practices so as to conform to recent Oregon Supreme Court Decisions.	Williams
3:35 PM (10 min)	8.	<b>COUNCILOR COMMUNICATIONS</b>	
3:45 PM		<b>ADJOURN</b>	

*Agenda Item Number 4.1*

**Approval of Minutes**

*For the July 18, 1996 Metro Council Meeting*

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

## MINUTES OF THE METRO COUNCIL MEETING

July 18, 1996

Council Chamber

Councilors Present: Jon Kvistad (Presiding Officer), Patricia McCaig, Rod Monroe, Ed Washington, Don Morissette, Susan McLain, Ruth McFarland

Councilors Absent: None

Presiding Officer Jon Kvistad called the meeting to order at 2:03 p.m.

### 1. INTRODUCTIONS

None.

### 2. CITIZEN COMMUNICATIONS

None.

### 3. EXECUTIVE OFFICER COMMUNICATIONS

None.

### 4. CONSENT AGENDA

#### 4.1 Consideration of the Minutes for the July 11, 1996 Metro Council Meeting.

**Motion:** Councilor Washington moved the adoption of the minutes of the July 11, 1996 Metro Council Meeting.

**Second:** Councilor McLain seconded the motion.

**Discussion:** Councilor Morissette amended the minutes of July 11, 1996 to read on page 4 Commissioner Hale said "most neighborhoods with housing values over \$200,000"...minutes said "high value single value", on page 5 - 200,000 sq. ft. lots should be amended to read 2,000 sq. ft. lots, 700,000 sq.ft. lots should be amended to read 7,000 sq.ft. lots, 600,000 sq.ft. lots should be amended to read 6,000 sq.ft.

**Vote:** The vote was 7 aye / 0 nay / 0 abstain. Presiding Officer Jon Kvistad declared the minutes unanimously approved as amended.



**5. INFORMATIONAL PRESENTATION**

**5.1 Briefing by Scott Moss, Risk and Contracts Manager, on the Disparity Study.**

Scott Moss, the Risk and Contracts Manager at Metro, introduced himself and added that his affiliation is with everything good and wonderful that exists. The Disparity team is comprised of Kathy Newton, Contract Specialist for Metro and Bertha Carol, administers Metro's outreach program. Mr Moss acknowledged that Bertha Carol has created a quarterly newsletter with all of Metro's projects on it to the M and WBE community. There is an invitation for minorities and women owned business to do business with Metro as well as a survey about how to do business with Metro, what they think about doing business with Metro. Jennifer Sims is Mr Moss' supervisor, Doug Butler provides vision direction and guidance and Dan Cooper provides the legal advise to the team for the Disparity Study.

Mr Moss began his review of the Disparity Study by giving an historical overview. In the early 1940s George Washington Bush, an African American, made the journey across the plains to leave the prejudice found in the South. Oregon had a exclusion law which forced the Bush family to move north of the Columbia River. Under the exclusion law, people of color were not allowed to own land or operate a business in Oregon. Mr & Mrs Bush were hard working, generous with their means and loved by their neighbors. When authorities tried to take the Bush land, their neighbors who had benefited from the Bush generosity, urged the congress to enact a special bill allowing them to own their own land. This story and other historical data are found in the Disparity Study authorized by the Metro Council and other local governments.

Mr Moss reviewed the contents of the study. The Disparity Study includes an executive summary, the legal background of why a Disparity Study is being done, an excellent historical piece, anecdotal information when minorities and majorities were surveyed in this area to find out about how Metro does business and how all of the other governments do business contracting with other governments, Metro's program descriptions, a utilization analysis, a sub-contracting utilization analysis, availability data, statistical data, recommendations, and a thick appendix with all of the raw data in it.

Page 2 of the staff report compares the utilization and the availability results in the Disparity Study. The results show that there was discrimination in Metro contracts during the 1991-94 period of time the study was being conducted. However, there were only two groups which showed statistical evidence of disparity, with Asian Americans and Caucasian females.

The study provided over 100 recommendations that Metro consider, how we can improve our contracting to reduce potential discrimination for minority and women owned contractors.

Mr Moss reviewed seven categories for improvement:

1. Develop alternatives to low bids, if we are going to try improve minority and women owned contracting, we are going to have to develop alternatives to low bid. It also recommends that we implement a merging small business program.
2. In the good faith program, overall this program did not do very well in the study. It showed that both Metro and the City had a good faith program and during the 1991-94 period of time, the program did not come out very well. The study recommends a variety of changes to toughen up the good faith program.
3. The study also recommends that we participate in business development of minority and women owned businesses by providing financial assistance to them, loans perhaps, bonding, technical assistance. It is recommended that we work with our regional partners to do this.

4. Staff enhancement; adding staff to do mostly compliance checking to assure that the prime contractors are really using minority and women business owned sub-contractors. It recommends that primes comply with the current efforts.
5. In the administrative area; there are recommendations to develop an in-depth computer system to track minority and women owned businesses systems, businesses in our contracts, all of the sub-contractors that did and didn't get business so that there is better information available for a future study.
6. Compliance could be implemented through staff enhancement. The study pushed for compliance in contracting with the rules that are established.
7. Several mini recommendations that are outside of Metro's control; we change or remodify the certification system that is under the control of the State, that we establish an interagency Ombudsperson providing minorities and women owned contractors help solving problems when dealing with government, and that we reform the construction board.

The Disparity team is reviewing each of these recommendations and will be back to the Council within 90 days of those recommendations that can be done internally and 180 days of those recommendations that have to be done on a regional basis.

**Presiding Officer Kvistad** asked about Metro's compliance since the study. We have made tremendous gains and advances since the study. In terms of how we are tracking those, do we now have in place the mechanism to continue tracking at those same levels?

**Scott Moss** responded that better tracking is being done, but there is still room for improvement for the future. There is several recommendations in the study in terms of tracking.

**Councilor Morissette** asked for clarification on the alternative plan to the low bid for minority groups and women based groups. What would be the problem for everyone competing on a low bid, why would that be a problem?

**Scott Moss** responded that the Disparity Study would argue that it is tougher for a minority, a woman owned business or an emerging small business to compete on a low bid basis with large majority contractors because they don't have the expertise, the background and the experience to attain low bids like a bigger contractor would.

**Councilor Morissette** clarified; for example, a smaller builder purchases lumber at one price and a bigger builder buys it at a lower price because of higher volume.

**Scott Moss** affirmed that this would be one example, and added, the experience and education to know how to bid and know how to do business with government.

**Councilor Morissette** asked how something would be structured to offset or to level that playing field. Has the team thought about this?

**Scott Moss** indicated that the this had had a lot of thought by the team and it is his hope that the Council will be doing the same. The recommendation is that we have a sheltered market, in which all contractors, a large majority of contracts under \$25,000, be set aside for M and WBEs and ESBs as well as a majority of contractors under \$100,000 for construction contractors be set aside for minority, women owned businesses and emerging small businesses. This is a big legal question, this idea is being given serious thought.

**Councilor Morissette** asked if the team could create an atmosphere for companies to compete in that were of a certain size, so there would still be that same competition, it just wouldn't include that company that has the bulk buying capabilities or the bulk technology capabilities. This is almost like an Emerging Small Business program.

**Scott Moss** concurred with Councilor Morissette interpretation and added that you would have minority, women and emerging small business program competing against each other for low bid. That would be the recommendation.

**Councilor Morissette** added that this would help them get started so they could grow to the bulk buying group.

**Councilor Washington** acknowledged the executive summary and noted that it is an excellent historical document, it is a very good piece of work. It gives an excellent understanding of perhaps why we have a disparity study today.

**Presiding Officer Jon Kvistad** thanked the staff for all they work have done. He added that he was aware of how much paperwork had to be gone through and the kind of workload this project entailed.

**6. EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(1)(e). DELIBERATIONS WITH PERSONS DESIGNATED TO NEGOTIATE REAL PROPERTY TRANSACTIONS.**

**6.1 Resolution No. 96-2372, For the Purpose of Authorizing the Executive Officer to Purchase Property within the Tryon Creek Linkages Regional Target Area.**

Presiding Officer Kvistad opened an Executive Session pursuant to ORS 109-660(1)(e) at 2:19 pm

Present: Jim Desmond, Charles Ciecko, Barbara Edwardson, Chris Rigby.

Presiding Officer Kvistad closed the Executive Session pursuant to ORS 109-660(1)(e) at 2:30 pm.

**Motion:** **Councilor McFarland** moved to suspend the rules to consider Resolution 96-2372.

**Seconded:** **Councilor McCaig** seconded the motion.

**Vote:** The vote was 6 aye/ 0 nay/ 0 abstain. The motion passed.

**Motion:** **Councilor McFarland** moved the adoption of Resolution No. 96-2372.

**Second:** **Councilor McCaig** seconded the motion.

**Vote:** The vote was 6 aye/ 0 nay/ 0 abstain. The motion passed.

**7. COUNCILOR COMMUNICATIONS**

**Councilor McLain** spoke of the new MCCI membership. All incoming members were at the regularly scheduled meeting Wednesday night. She encouraged the Council participation in this organization. She also announced that there would be another outreach at Clackamas and Washington County Fairs. There will be three shifts at a Metro both during the weekdays and four shifts during the weekends. She encourage Councilors to sign up. She is hopeful to include other events during the coming year for this outreach.

**Councilor Washington** announced that the Transition Team has met this morning regarding mergers and consolidation. He will be meeting with Mrs Sims to go over this information and will then be relaying this information and recommended changes to the Council. The figures that the Council will be receiving are operating costs not capital.

**Presiding Officer Kvistad** announced that Jeff Stone is in Jury Duty. The Functional Plan will be coming to the Council within the next three weeks. The Presiding Officer will need to set the schedule including work sessions as well as the Council meeting and the upcoming public hearings on the Functional Plan and the designation of Urban Reserves. The Functional Plan will come to the Council on the 8th of August. It was asked of us that we have a public hearing sooner than later. The earliest date available will be August 15th which is a Council meeting that may possibly be canceled unless the workload was such that it was necessary to have one. He asked the Council if they would like the first public hearing of the Council on the Functional Plan on the 15th of August thus saving a week and not having this hearing on the 5th of September.

All Councilors were asked if they were available. All were available except Councilors Morissette and Monroe. Presiding Officer Kvistad indicated that a public hearing on September 5th may be a problem for the Council because it compresses the timeline and he would rather get into committee work

**Councilor McCaig** felt that there was likelihood that the GM Committee work may be completed by August 8th. As a result there will be staff work done to present a different draft. The Council won't be receiving the same Functional Plan that the Council has in front of it now. There will be amendments and changes. Given the short timeframe, the meeting of the 8th will include the last changes and adopt it. This puts pressure on staff and the public to respond to the document. This limit of time has been the major criticism that the Committee has received. People have not had the document long enough to review it. It may be that by letting the document be out in the public longer, this would short cut the criticism.

**Presiding Officer Jon Kvistad** intention is to have a Council work session where staff can come in preliminary to give the Council a briefing on exactly where the Council is so that when public testimony comes in, the Council has been given information prior to the formal Council meeting. He would like the Council to be up to speed prior to the public hearing testimony. He believes that it would be helpful to have a public hearing and get early discussion going. He acknowledged that Councilor McCaig was correct in terms of the timeline.

**Councilor McLain** supported Councilor McCaig's recommendation for the September 5th Public Hearing.

**Presiding Officer Kvistad** indicated that he would like to have the full Council present when having these public hearings. He added that it looks as if most of the action items can come before Council

on the August 8th Council agenda. If the Council is able to consider all of the action items at that meeting the August 15th meeting will be canceled.

**Councilor McCaig** added that the opportunity for a timely briefing could be on either the 8th or the 15th. If the meeting on the 15th was schedule for this briefing, the Committee work would be completed on August 6th. So she recommended that the Council may want to meet on the 15th to have a briefing but the final document may not be available.

**Presiding Officer Kvistad** responded that he would plan the briefing for a work session on the 8th or 15th. The 15th is still flexible but two Councilors won't be available. He indicated that every effort will be made to complete the Council work on the 8th, we should know by the end of next week whether that is possible. He will try to get all the members of the Council the schedule and the rough layout for the upcoming decision making process both for the Functional Plan and the Urban Reserve decisions moving the December 5th date on that so that the Council knows when the work sessions will be and the Councilors can get this on their calendars as well as when the public and outreach hearings will be. The Council Office will need time to get these notices out to the public. He determined that the Council will not have the Public Hearing on the 15th of August and will plan to have a work session on August 8th. He will work with GM Committee, the staff and Councilor McLain to accommodate this schedule.

**Councilor Morissette** verified that it is fair to assume that before a schedule is made public and we have agreed on it, that we will have an opportunity to comment on it.

**Presiding Officer Kvistad** responded that he would go to each of the Council members and make sure that he understands where the Councilors are on the schedule. We already know what the Council schedule is, this is a matter of when the public outreach occurs. He wishes to stick to the end decision points in terms of the Council schedule.

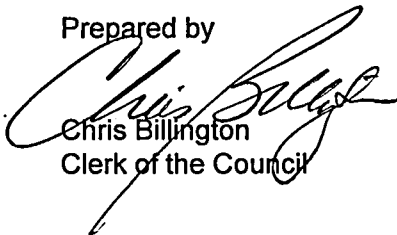
**Councilor Morissette** indicated that he had been out of the loop in terms of developing past schedules and he wishes to make sure that Presiding Officer Kvistad will come and talk with him about the schedule development.

**Presiding Officer Kvistad** acknowledged that the Council schedule is already set, so the only thing being added will be the public hearings and any public outreach on the Functional Plan and then adding 3 to 5 public listening posts on the Urban Reserve decision, probably in late October or November. He will get this information to the Council as soon as he can.

## 8. ADJOURN

With no further business to come before Metro Council this afternoon, the meeting was adjourned by Presiding Officer Jon Kvistad at 2:47 pm.

Prepared by



Chris Billington  
Clerk of the Council

*Agenda Item Number 6.1*

**Ordinance No. 96-650, For the Purpose of Amending the Metro Code Regarding  
Salary Administration for Non-Represented Employees.**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE ) ORDINANCE NO. 96-650  
METRO CODE REGARDING SALARY )  
ADMINISTRATION FOR NON-REPRESENTED ) Introduced by Mike Burton, Executive  
EMPLOYEES ) Officer

WHEREAS, Metro Code Section 2.02.055 requires the Executive Officer to review pay plans and recommend revisions to the Council; and

WHEREAS, Metro has recently concluded union negotiations with its represented employees calling for a 2.8% increase in pay for fiscal year 1996-1997; and

WHEREAS, The Metro Council has adopted Resolution No. 96-2379, which provided for a similar 2.8% increase in the salary ranges for Metro's non-represented employees; and

WHEREAS, Current language in the Metro Code results in inequitable treatment for Metro's non-represented employees, in that adjustments are made only to the salary range, and not to employees' actual salaries; and

WHEREAS, The Executive Officer has recommended that the Council amend the Metro Code so as to assure equitable treatment for Metro's non-represented employees; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Section 1. Metro Code Section 2.02.060(a) is amended as follows:

2.02.060 Salary Administration

(a) Current salary shall be used to calculate merit increases. ~~Merit increases shall be the only regular annual additions to an individual employee's rate of pay.~~ Any annual revisions to the pay plans shall be added only to the salary range of a classification, shall be cumulative, and shall not be added to an

employee's individual rate of pay. However, no employee's rate of pay shall be lower than the beginning rate of a salary range after a fiscal adjustment is made.

Section 2. The 2.8% salary increase approved in Resolution No. 96-2379 shall be implemented as provided in Section 1, above.

Section 3. The Metro Executive is authorized to take all actions necessary to see that the provisions of this ordinance are carried out promptly.

Section 4. This ordinance is necessary for the health, safety or welfare of the Metro area; an emergency is therefore declared to exist, and this ordinance takes effect upon passage.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

ATTEST:

Approved as to Form:

\_\_\_\_\_  
Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

kaj I:\R-O\1281.DOC

## STAFF REPORT

### ORDINANCE NO. 96-650, FOR THE PURPOSE OF AMENDING THE METRO CODE REGARDING SALARY ADMINISTRATION FOR NON-REPRESENTED EMPLOYEES

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Date: July 24, 1996

Presented by: Judy Gregory  
Mark Williams

#### **Background:**

- The AFSCME Local 3580 Contract expired on June 30, 1996. Negotiations began on May 8, 1996 and were concluded on July 1, 1996, when Metro and AFSCME, Local 3580 reached a tentative agreement on a three-year successor agreement. The agreement provides that represented employees' wages are increased by 2.8% for 1996-97 (100% of National CPI measured March to March) and the "base rate" is eliminated from the salary plan.
- In Resolution 96-2379, the Metro Council approved a 2.8% adjustment in the salary range for Metro's non-represented employees.
- Under current language in the Metro Code, Metro's represented employees will receive greater salary increases than Metro's non-represented employees, since the Code provides that salary adjustments for non-represented employees go to the range only, and not to employees' actual salaries.

The purpose of this ordinance is to amend the Metro Code so as to provide that salary adjustments for Metro's non-represented employees are handled in the same fashion as those for Metro's unionized staff.

#### **Recommendation:**

Adjustments are necessary to assure equitable treatment for Metro's non-represented staff. It is therefore recommended by the Executive Officer that Ordinance No. 96-650 be approved.

kaj I:\R-OV1281.SR

*Agenda Item Number 7.1*

**Resolution No. 2327, For the Purpose of Approving  
Chapter 1 of the Regional Transportation Plan Update.**

**Metro Council Meeting  
Thursday July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING )	RESOLUTION NO. 96-2327
CHAPTER 1 OF THE REGIONAL )	
TRANSPORTATION PLAN UPDATE )	Introduced by Mike Burton
	Executive Officer

WHEREAS, The 1992 revision of the Regional Transportation Plan, adopted by Ordinance No. 92-433, remains in effect as the regional functional plan required by ORS 268.390 until it is replaced by the *Regional Transportation Plan Update* ordinance; and

WHEREAS, Portions of "Regional Transportation Policy," Chapter 1 of the 1992 *Regional Transportation Plan*, may be amended in September 1996 at the same time that a new *Urban Growth Management Functional Plan* with land use and transportation policies is adopted by ordinance; and

WHEREAS, The full draft ordinance with the amended regional transportation system is scheduled to begin public review as the new regional functional plan, the regional Transportation System Plan (TSP) under the Transportation Planning Rule, and *Regional Framework Plan* transportation component in December 1996; and

WHEREAS, The 1995 *Interim Federal Regional Transportation Plan*, adopted by Resolution No. 95-2138A, was adopted to meet federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and Clean Air Act of 1990 requirements for a financially constrained and air quality-tested basis for federal transportation funds; and

WHEREAS, The 2040 Growth Concept policies of Metro's adopted regional goals and objectives connect land use and transportation

in a new regional urban form; and

WHEREAS, The first phase of the *Regional Transportation Plan* update has focused on an amended policy framework that considers the Transportation Planning Rule requirements for the regional TSP and transportation aspects of the 2040 Growth Concept; now, therefore,

BE IT RESOLVED:

That the Metro Council hereby declares:

1. That Chapter 1, entitled "Regional Transportation Policy" of the *Regional Transportation Plan Update*, attached and incorporated as Exhibit A as amended by the May 7, 1996 CAC memorandum attached as Exhibit B, is hereby adopted as the proposal for a new policy framework for the *Regional Transportation Plan Update* that will be the basis for development of the new transportation system and proposed improvements.

2. That JPACT recommendations for revisions in response to public comment, attached as Exhibit C, be incorporated into Exhibit A. (Note: Exhibit D, the July 16, 1996 engrossed version of Chapter 1, incorporates amendments contained in Exhibits B and C.)

3. That Chapter 1 shall be combined with a new transportation system and proposed improvements in a draft *Regional Transportation Plan Update* for compliance with LCDC's Transportation Planning Rule to be adopted in 1997.

4. That any amendments to Chapter 1 suggested by the time the full draft *Regional Transportation Plan Update* shall be



considered during JPACT and Metro Council consideration of a resolution to propose it at the time of RTP adoption.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_, 1996.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

ACC:lmk  
96-2327.RES/7-16-96

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 96-2327 FOR THE PURPOSE OF APPROVING CHAPTER 1 OF THE REGIONAL TRANSPORTATION PLAN UPDATE

Date: June 19, 1996

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

Adoption of this resolution would establish the regional transportation policy framework for the *Regional Transportation Plan (RTP) Update*. The RTP update process will be the basis for the development of a new transportation system and for defining the transportation system improvements necessary to implement the Region 2040 Growth Concept through the *Regional Framework Plan*. The updated RTP will satisfy state Transportation Planning Rule (TPR) requirements for Transportation System Plans and Metro Charter requirements for a Transportation Element of the *Regional Framework Plan*.

TPAC has reviewed Chapter 1 of the *Regional Transportation Plan Update* and recommends approval of Resolution No. 96-2327.

## FACTUAL BACKGROUND AND ANALYSIS

### Context

Chapter 1, Regional Transportation Policy, establishes guiding principles for a balanced regional transportation system as well as goals and objectives for various transportation modes and coordination between those modes. The chapter presents the overall policy framework for the specific transportation goals, objectives and actions contained in the RTP. It also sets a direction for future planning and decision-making by the Metro Council for the remainder of the RTP update, which will define the regional transportation systems and the 20-year improvements to those systems consistent with the state TPR.

More importantly, this RTP policy chapter provides the basis for coordinating the development of a complete RTP with the Region 2040 Growth Concept and the *Regional Framework Plan*. The chapter also provides the policy context and framework for transportation system planning required under the state TPR for cities and counties. Finally, the chapter updates the regional policy for consistency with the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and the Clean Air Act Amendments of 1990.

This Chapter 1 Regional Transportation Policy will ultimately be combined with a new transportation system component, including proposed improvements, in a draft *Regional Transportation Plan Update*. That plan update will be the basis for compliance with the state TPR and begin public review in December 1996. This chapter also provides the basis for the policies contained in the Transportation Element of the *Regional Framework Plan*, scheduled for review in 1997.

## **Key Chapter 1 Elements**

The following is a summary of the key policy components contained in Chapter 1, Regional Transportation Policy:

1. **Regional Transportation Vision/Guiding Principles.** The new Chapter 1 provides a concise, clear vision for the RTP. The overriding concept is to strategically implement a multi-modal transportation system that facilitates development of the 2040 Growth Concept.
2. **Accessibility.** The concept of accessibility is introduced as a guiding principle as a supplement to mobility. Accessibility ties land use activities of places to the ability to travel to those places on the transportation system. The promotion of accessibility will lead to better balance between land uses and the transportation system.
3. **Urban Form.** The 2040 land use concepts (central city, regional centers, town centers, etc.) are incorporated into the RTP and complementary transportation system approaches are identified for each of the concept types.
4. **Systemwide Goals and Objectives.** Specific goals and objectives are listed to expand on the RTP Vision. Objectives relate to providing a safe, cost-efficient system that implements the 2040 Growth Concept and protects the region's natural environment.
5. **Street Design.** Regional street design goals and objectives are included to introduce the concept of providing street designs that support 2040 land uses.
6. **Modal Elements.** System goals and objectives and functional classification descriptions are provided for regional transportation modes relative to motor vehicles, public transportation, freight, bicycles, and pedestrians.
7. **Transportation System Management (TSM), Transportation Demand Management (TDM).** Better operation of the system through TSM strategies such as traffic signal coordination and managing demand through TDM strategies such as carpooling and flextime are emphasized through specific goals and objectives. Parking management objectives are included within this area.
8. **Congestion Level-of-Service.** The policy chapter recognizes the need for revised measures to evaluate congestion and methods to address it. Policies will be included to reflect this recognition.

## **Update Process**

The Chapter 1 Regional Transportation Policy document represents proposed policy changes as recommended by the 21-member RTP Citizens Advisory Committee (CAC). The CAC has worked with Metro staff, the RTP work teams, and the Transportation Policy Alternatives Committee (TPAC) to formulate their recommendations. In addition to the CAC recommendations, JPACT and the Metro Council will be asked to consider comments

from the public and TPAC prior to taking a final action.

Upon completion of the policy chapter, the CAC, Metro staff, TPAC, the inter-agency RTP work teams and the public will proceed to develop the full RTP over the next seven months. A draft of the full RTP is scheduled for release in December 1997.

## ***EXHIBIT A***

### **April 19, 1996 CAC Draft of Chapter 1 of the Regional Transportation Plan**

*(Chapter 1 is not included in this packet;  
copies are available at Metro and will be provided at all meetings)*

***EXHIBIT B***

**May 7, 1996 CAC Addendum  
to the Chapter 1 Draft**



# M E M O R A N D U M

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FAX 503 797 1794



**METRO**

Date: May 23, 1996  
To: JPACT/MPAC Members and Interested Parties  
From: Andrew C. Cotugno, Transportation Director  
Subject: CAC Addendum to Chapter 1. Revisions

\* \* \* \* \*

On May 7, the RTP Citizen Advisory Committee moved to add several revisions to those included in the April 19 Chapter 1 draft. Most of these additional revisions are in response to issues forwarded to the CAC by the Transportation Policy Alternatives Committee (TPAC). Recommended text additions are shown with underscore and deletions shown as ~~striketru~~.

## Introduction

1. Add a preface that explains what parts of Chapter 1 are binding (i.e., goals and objectives vs. more descriptive text), relationship to the Regional Framework Plan (RFP) and the timeline for adoption and subsequent local TSP timelines.

## Regional Street System

1. Add a matrix to page 1-12 of the street design section that summarizes the connection between street designs and the various 2040 land use components (similar to that shown on page 1-27 of the transit section).
2. Revise the introductory paragraph to street system implementation on page 1-19 as follows:

"...or preserve infrastructure. The purpose of this section is to establish these key issues as the most important criteria when selecting transportation projects and programs. The following goals and objectives..."

## Regional Motor Vehicle System

1. Revise the fourth bullet in the Local Street section on page 1-23 to read:

"Direct freight access on the local residential street system should be discouraged, except where alternatives would create an unusual burden on freight movement."

2. Recognize special needs of motorcycles and mopeds through the following revisions:

- revise the last sentence of the introductory paragraph on page 1-20 to read:  
"... share of transit riders). Finally, motorcycles and mopeds also use the motor vehicle system, and provide more fuel-efficient alternatives to automobile travel. Although motorcycles and mopeds are governed by the same traffic laws as other motor vehicles, they have special parking and security needs."

### Transit Goals and Objectives:

1. Revise the first paragraph on page 1-24 to read:

"Public Transportation Transit service should be provided to serve the entire urban area, and the hierarchy of service types described in this section define what level of service is appropriate for specific areas. The transit section is divided into two parts. The first..."

2. Revise the "Other Transit Options" section on page 1-26 as follows:

#### "Other Public Transportation Transit Options"

Other public transportation may serve transit options may become economically feasible for serving certain destinations in the metropolitan area. These services include commuter rail along existing heavy rail lines, passenger rail and bus connecting the region to other urban areas. In addition, private urban services may complement public transit within the urban area and other private services may inter-city bus service that provide statewide access to the region's inter-city bus, rail and air terminals."

3. Replace the word "reportable" with "avoidable" in the second objective of Goal 5 on page 1-29.
4. Revise the transit chart on page 1-27 to show "secondary bus" service to "employment areas" as a solid square (denoting best transit mode for a given land use type).

### Freight Goals and Objectives:

1. Delete the second bullet under the third objective of Goal 1 (redundant; freight monitoring will occur as part of IMS).
2. Delete the fourth objective under Goal 3; this change is based on the general principle of not including financial priority statements within the modal sections of Chapter 1.
3. Replace the word "Ensure" with "Promote" in Goal 4 to create a more flexible goal statement.
4. Revise the fourth bullet under Goal 4 to read "truck infiltration traffic in neighborhoods" to more clearly state the intent of this objective.
5. Note: the discussion draft omits two CAC revisions to the freight goals and objectives. The first is introductory text intended for the opening paragraph that elaborates on the

multi-modal and multi-commodity nature of freight movement in the region. The second add the word "enhance" to Goal 3 as follows:

**"Goal 3 - Protect and enhance the public and private investments in the freight network."**

These additional revisions will be incorporated into the final CAC text revisions.

### **Bicycle Goals and Objectives:**

1. Add the following wording to the second sentence of the introductory paragraph:

"Metro's 1994 travel behavior survey found that places in the region with good street continuity, ease of street crossing and gentle topography experience more than a three percent bicycle mode share while lower density areas experience around one percent bicycle mode share."

2. Revise Goal 3 as follows:

"Ensure that all transportation projects include appropriate bicycle facilities using established design standards ~~appropriate to that~~ reflect regional land use and street classifications."

3. Revise Objective 1, Goal 3 for consistency with the previous revision to the goal statement:

"1. Objective: Ensure that ~~bikeway projects, and all~~ transportation projects include appropriate bikeways, that bicycle parking and other end-of-trip facilities are designed using established standards, and that bikeways are connected with other jurisdictions and the regional bikeway network."

4. Revise the third objective under Goal 4 on page 1-33 as follows:

"Objective: Reduce the ~~rate number~~ of bicycle accidents in the region."

### **TDM Goals and Objectives:**

1. Add a reference to the Central City on page 37 in the first objective of Goal 1 (for consistency with the land use revisions already drafted for Chapter 1).
2. Add a new objective 6 to Goal 5 - "Allow use of HOV lanes by motorcycles with single riders in order to further reduce congestion."
3. Delete first objective of Goal 6 relating to public involvement policies (not an appropriate location for this text; duplicates the public involvement policy documents already in place).

## Parking Goals and Objectives:

1. Replace existing parking section in Chapter 1 of the RTP with the following new text. The introduction in the new text includes a discussion of the Transportation Planning Rule (TPR) requirement to reduce parking space per capita. Goal 1 and the objectives that follow this goal reflect the results of the Regional Parking Management study completed in December 1995. The study established the region's parking baseline for non-residential parking spaces per capita at 0.86 spaces. Goal 2 and Goal 3 reflect the Phase I Framework Plan interim parking measures for reducing parking minimum requirements and for establishing parking maximums. The proposed new text follows:

### Parking Management

The State Transportation Planning Rule (TPR) requires that the Regional Transportation Plan (RTP) include methods to reduce non-residential parking spaces per capita by 10 percent over the next 20 years (by 2015). The requirement is one aspect of the rule's overall objective to reduce per-capita vehicle miles traveled (VMT), promote alternative modes and encourage pedestrian and bicycle friendly development.

The mode of travel is directly influenced by the convenience and cost of parking. As auto parking in densely developed areas becomes less convenient and more costly, alternative modes of travel (e.g., transit, bicycle, walk and telecommute) become relatively more attractive. In addition, as alternative modes of travel are used more for work and non-work trips, the demand for scarce parking decreases. The reduction in demand will allow the region to develop more compactly and provide the opportunity for redevelopment of existing parking into other important and higher end uses.

The regional parking management program is designed to be complementary to the Transportation Demand Management (TDM) element of the RTP, meet the 10 percent reduction in parking spaces per capita required by the Transportation Planning Rule (TPR), assist with implementation of the Department of Environmental Quality's voluntary parking ratio program contained in the region's Ozone Maintenance Plan, and support the implementation of the "Interim Parking" measures adopted in the Regional Framework Plan.

### Regional Parking Goals and Objectives

Goal 1 - Reduce the demand for parking by increasing the use of alternative modes for accessing the central city, regional centers, town centers, mainstreets and employment areas.

1. Objective: Encourage the designation of preferential parking stalls for carpool, vanpool, motorcycle and moped parking at major retail centers, institutions and employment centers.
2. Objective: Consider the redesignation of existing parking as park-n-ride spaces.
3. Objective: Consider the use of timed parking zones.

**Goal 2 - Reduce the number of off-street parking spaces per capita.**

1. Objective: Promote the use and development of shared parking spaces for commercial and retail land uses.
2. Objective: Require no more parking in designated land uses than the minimum as shown in the Regional Parking Standards Table shown in Title 2 of the Urban Growth Management Functional Plan
3. Objective: Establish parking maximums at ratios no greater than those listed in the Urban Growth Management Functional Plan parking standards table under Zone A (Appendix 1)

*(note: Parking spaces are subject to the regional parking maximums. Parking spaces in structures may apply for limited increases in this ratio, not exceeding 20%. Parking for vehicles that are for sale, lease, or rent are exempt from the standard). The criteria for zone A is defined as:*

- within 1/4 mile of bus stops with 20 minute or less headways in the A.M. and P.M. peak hours with existing service or an adopted Tri-Met 5-year service plan; or
- within 1/2 mile of light rail stations; or
- within a 2040 Growth Concept design type (except neighborhoods).

*(Distances are calculated along public rights-of-way and discounted for steep slopes. It is recommended that cities or counties also include within Zone A non-residential areas with a good pedestrian environment within a 10-minute walk of residential areas with street and sidewalk designs and residential densities which can be shown to have significant non-auto mode choices. Zone B is the rest of the region)*

5. Objective: Establish parking maximums (see notation in Objective 2) at ratios no greater than those listed in the Regional Parking Standards Table under Zone B for areas outside of Zone A.

**Goal 3 - Provide regional support for implementation of the voluntary parking provisions of the Portland region's Ozone Maintenance Plan.**

1. Objective: Allow property owners who elect to use the minimum parking ratios shown in the Regional Parking Standards Table as maximum ratios to be exempted from the Employee Commute Options (ECO) program.
2. Objective: Provide priority DEO permit processing to land owners who elect to use the minimum parking ratios as maximum ratios.

**Goal 4 - Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers and mainstreets to support the 2040 Growth Concept and related RTP goals and objectives.**

1. Support local adoption of parking management plans within the central city, regional centers, town centers and mainstreets.

## **Glossary:**

1. Add definitions for the terms "transit" and "public transportation" as follows:

**Public Transportation** - includes both publicly and privately funded transportation serving the general public, including urban fixed route bus and rail service, inter-city passenger bus and rail service, dial-a-ride and demand responsive services, client transport services and commuter/rideshare programs. For the purposes of the RTP, school buses and taxi subsidy programs are not included in this definition.

**Transit** - for the purposes of the RTP, this term refers to publicly-funded and managed transportation services and programs within the urban area, including light rail, regional rapid bus, frequent bus, primary bus, secondary bus, mini-bus, paratransit and park-and-ride.



***EXHIBIT C***

**Public and Agency Comments on the  
CAC Draft of Chapter 1  
and JPACT Responses & Amendments**



**METRO**

## **SUMMARY OF COMMENTS AND RECOMMENDATIONS**

**on public comments received March 22 - June 17, 1996 regarding the  
Citizen Advisory Committee Policy Revisions to the *Regional Transportation Plan***

The following are a summary of public comments received and recommendations made by TPAC. The document is divided into two sections:

- **Discussion Items** (Comments identified by TPAC as needing further discussion by MPAC and JPACT which was done prior to recommending approval)
- **Consent Items** (Comments identified by TPAC which was approved as a packet with no detailed discussion by MPAC and JPACT)

Within each section, the comments are organized by major policy topic or travel mode in the order in which it is found in Chapter 1 of the *Regional Transportation Plan*.

The comments and recommendations were also reviewed and approved by Metro Council Transportation Planning Committee.

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**for**

## **SUMMARY OF COMMENTS AND RECOMMENDATIONS**

**on public comments received March 22 - June 17, 1996 regarding the  
Citizen Advisory Committee Policy Revisions to the Regional Transportation Plan**

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**SUMMARY OF COMMENTS AND RECOMMENDATIONS**  
on public comments received March 22 - June 17, 1996 regarding the  
Citizen Advisory Committee Policy Revisions to the *Regional Transportation Plan*

**DISCUSSION ITEMS**

**General RTP Issues**

1. Comment: There should be some discussion regarding what adoption of these policies by Metro means to the region and to local governments. Specifically, what parts of Chapter 1 are binding, advisory or explanatory? (Washington County, 5/17/96)

**TPAC Recommendation on Comment 1:** It is premature to define what is binding until the RTP update is complete. This item will be addressed during the next phase of the RTP update. Chapter 1 will serve as a guide for Metro to develop the remaining chapters of the RTP. As such, Chapter 1 will be adopted by resolution and will, therefore, not be binding upon local governments until completion of the entire RTP update. At that time, the RTP as a whole will be evaluated to determine which elements are binding and which are advisory to local governments. In the interim, however, the Urban Growth Management Functional Plan will implement several RTP policies relating to Boulevard design, local street connectivity and traffic level-of-service standards.

2. Add a new section, "A. Context of the Regional Transportation Plan," on page 1-1 which generally clarifies the intent of the RTP and the roles of various travel modes in helping achieve the Region 2040 Growth Concept, as follows:

**A. Context of the Regional Transportation Plan**

This Regional Transportation Plan (RTP) is intended to implement the region's 2040 Growth Concept. Included in the Growth Concept are a variety of land use components recognizing the diversity of residential, commercial, industrial, and open space needs that exist within our region. The RTP lays out the policies, systems, and actions to serve those diverse needs.

The RTP reflects the diversity of the 2040 Growth Concept by providing appropriate transportation options to best serve the variety of land use components. For any one land use component, multiple modes are necessary. Higher density regional and town centers need to accommodate a variety of auto, truck, bicycle, transit, and pedestrian users. Industrial areas need good auto, truck, and rail access for freight, while allowing employees and customers to commute by auto, transit, and, in some instances, bicycles. Main streets and station areas are focused on good transit, pedestrian, and bicycle access, but also need to allow for auto access.

The RTP provides a 20-year blue print for transportation decision making. While emphasizing a multi-modal system, the RTP recognizes that the automobile will likely continue to be the primary mode of personal travel over the life of the plan. As such, the RTP includes a number of strategic road investments that attempt to implement the Growth Concept, recognizes additional demand on the system for both people and goods, and reflects the continued use of the automobile for personal and commercial travel.

The RTP also recognizes that significant opportunities exist to reduce reliance on the automobile (particularly the single-occupant use of vehicles) for a number of trip types that will develop as the Growth Concept matures. The RTP, therefore, also emphasizes the need to provide good choices for certain trip types. Even on an occasional basis, the use of alternative modes will help the region maintain its air quality, conserve energy, and minimize pressure on the Urban Growth Boundary. Similarly, the RTP recognizes the need for a multi-modal freight system that includes a balanced system of truck, rail, air, and water routes to best meet the needs of area shippers.

In sum, the RTP provides a diverse set of transportation priorities necessary to implement the diverse and unique attributes embodied in the 2040 Growth Concept.

(Metro Council Transportation Planning Committee Discussion, 7/3/96)

**JPACT Recommendation on Comment 2: Agree. Amend Chapter 1 as proposed.**

### **Regional Street System & 2040 Implementation**

3. Comment: Page 1-19, Regional Street System Implementation," first sentence: The mission of the RTP is not just the implementation of the 2040 Growth Concept. Therefore, Goal 1 and its three objectives should be deleted or restated so that the highest priority is not given to only the city center and regional centers. (City of Troutdale, 5/13/96)
4. Comment: On page 1-19, Goal 1, Objectives 1-3, The street system hierarchy and perhaps other modal hierarchies should be considered along with the land use hierarchy in establishing project and program priorities. Expressing priorities solely in terms of 2040 land use categories ignores some important variables. (Washington County, 5/17/96)
5. Comment: The implementation goals on pages 1-19 and 1-20 seem to imply conflicting priorities for transportation improvements. Use a matrix that considers all RTP goals in the selection of projects. (Washington County, 4/17/96)

**TPAC Recommendation on Comments 3-5:** Generally agree. The hierarchy of 2040 land use components within Goal 1 reflects the general hierarchy established within the land use section of Chapter 1, and reflects the need to focus regional transportation funds in those areas that are most critical to successful implementation of the 2040 Growth Concept. However, within this hierarchy, all urban components would continue to receive transportation investments. Other factors will also be included in establishing priorities, such as air quality, safety and freight access considerations or completing gaps in existing networks. In addition, improvements intended to serve the primary 2040 components will commonly benefit other areas, as well (e.g., network improvements that link neighborhoods to centers).

The primary components include the central city, regional centers and industrial areas/intermodal facilities. They are elevated above other land use components for a number of reasons. The central city and regional centers serve regional needs. They have the highest development densities, the most diverse mix of land uses, the greatest concentration of commerce, offices and cultural amenities and the greatest use of alternative modes in the region. While they have different transportation needs, industrial areas and intermodal facilities are essential to the economic base of the region and as such are of regional concern.

The secondary components include town centers, station communities, main streets and corridors. These areas have the second highest densities and use of alternative modes, and serve more localized needs. Other urban components include employment centers and neighborhoods. These areas have the lowest densities and the least use of alternative transportation modes.

While the street system implementation goals on page 1-19 include 2040 implementation, they also address safety improvement and maintenance and preservation of the system. These goals identify three key areas of importance in the overall selection of transportation programs and projects, and are not necessarily weighted according to the order in which they appear. As part of the next phase of the RTP update, a detailed system for project selection will be developed. These broad implementation goals will provide the general structure for the project criteria, but more detailed policies from throughout Chapter 1 will also be factored in.

6. **Comment:** Major topographical constraints should be the only reason not to build a street connection. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 6:** Disagree. In addition to topographic limitations, street connections may also be precluded by development patterns, as stated in the last bullet on page 1-17. Based on the CAC's addendum to the April 19 Chapter 1 draft, and subsequent discussions of these issues by JPACT and MPAC, TPAC recommends clarifying this reference as follows:

"Closed street systems and cul-de-sac designs should be limited to situations where topography, or existing development patterns prevent full street extensions, or where connections would compromise local street functions. Environmental impacts should also be considered in the development of local street systems."

### **Regional Vision and Guiding Principles**

7. Comment: To achieve a balanced transportation system as outlined in Chapter 1, requires what may be perceived as "unbalanced" investments in non-auto projects. (Weaver, 4/12/96)
8. Comment: There needs to be a mechanism for achieving the "balanced" transportation system called for in the RTP. How will the region even the playing field? How will the goal of balance be reflected in funding decisions? ( Bicycle Transportation Alliance, 5/17/96)

**TPAC Recommendation on Comments 7 and 8:** These issues will be addressed during the next phase of the RTP update, when implementation strategies will be developed in conjunction with a detailed system analysis. However, it is appropriate for JPACT/MPAC to begin discussion of these issues, as implementation of the 2040 Growth Concept calls for a departure from past funding practice. To implement 2040, a balanced transportation investment strategy must benefit all modes of travel (discussed on pages 1-19 to 1-20) and support the growth concept. The revised Chapter 1 includes three broad goals that focus on 2040 implementation, safety and system maintenance/preservation needs. These goals recognize the need to address deficiencies that affect all modes. As part of the next phase of the update, detailed project selection criteria will be developed that consider all Chapter 1 policy provisions to varying degrees (see related comments 3, 4 and 5).

### **Systemwide Goals and Objectives**

9. Comment: The findings on mobility on page 1-3 recognize that the region's livability and economy is dependent upon the quality of surface transportation

connections to the nation and Northwest. However, this theme is not reflected in the proposed goals and objectives. Recommend adding the following objective to System Goal 1:

Objective 5: Provide for high levels of multi-modal travel and mobility on major statewide and interstate surface transportation corridors (e.g. I-5, I-84, National Highway System routes). (City of Gresham, 5/17/96)

TPAC Recommendation on Comment 9: Agree, in part. Instead, recommend adding the following new goal and supporting objectives to the Systemwide section:

System Goal 6 - Provide for statewide, national and international connections to and from the region, consistent with the Oregon Transportation Plan.

1. Objective: Provide for the movement of people and goods with an interconnected motor vehicle system.
2. Objective: Provide for the movement of people and goods through an interconnected system of air and rail systems, including passenger and freight intermodal facilities and air and water terminals.
3. Objective: Mitigate the effect of improved regional access outside the urban area.

## **Regional Motor Vehicle System**

10. Comment: Several comments about proposed revisions to the current level-of-service (LOS) standards were submitted as part of the review of Chapter 1 of the Regional Transportation Plan. (Items 163 through 165 specifically relate to LOS.)

TPAC Recommendation on Comment 10: The current congestion LOS standard is proposed for review for a number of reasons. First, as currently used, the LOS standard has resulted in a list of road and highway projects that may be financially unattainable, even under the most optimistic revenue assumptions. Second, current LOS standards will likely conflict with the goal of increased densities in certain locations as proposed in the 2040 Growth Concept. Increased densities would likely create additional traffic congestion on roadways adjacent to these areas such that jurisdictions will be unable to comply with current Transportation Planning Rule LOS requirements in some key 2040 locations. Third, current LOS standards do not adequately address the duration and severity of congestion beyond the afternoon peak hour.



In recognition of these issues, a number of alternative congestion measures and standards are proposed for consideration. The LOS standard will be evaluated in two steps. In the long-term, Metro will continue to evaluate alternative LOS standards as part of the continuing RTP update. Specifically, the RTP process will evaluate the consequences of different LOS standards in terms of the investment needed to maintain varying levels of service and the subsequent benefits and impacts.

In the interim, Title 1 of the Urban Growth Management Functional Plan proposes significant increases in planned land use densities in the city center, regional centers, town centers, main streets, station communities and corridors. The revised Functional Plan LOS standard will be limited to dense areas and will not involve adopting a broad-base change to existing RTP level-of-service standards.

11. Add the following objective to Goal 1 on page 1-21 of the Motor Vehicle System text:

5. Objective: Develop improved measures of traffic generation and parking patterns for regional centers, town centers, station communities and main streets.

(JPACT/MPAC Joint Discussion, 6/20/96)

**TPAC Recommendation on Comment 11:** Agree. Revise as proposed. In addition, TPAC recommends adding the following objective to Goal 1 on page 1-21:

6. Objective: Develop improved measures of freight movement as defined in the 2040 Growth Concept.

12. Request further examination of Goal 3 and Goal 3, Objective 1 under the Regional Bicycle System Goals and Objectives to consider issues related to the disagreement of TPAC with a CAC recommendation. As part of this discussion it is important to recognize that the CAC recommendation emphasizes where bicycle facilities are needed, while the TPAC recommendation assumes there will be bicycle facilities and focuses on how these facilities will be designed. Both issues are legitimate questions to be considered. Request that this issue and its implications on private development be re-examined as part of the system component of the RTP update. (Metro Council Transportation Planning Committee Discussion, 7/3/96)

**JPACT Recommendation on Comment 12:** Agree. No change to Chapter 1 text recommended.

13. Request clarification of the relationship between the regional motor vehicle functional classifications (i.e., principal arterials, major arterials, minor arterials, etc.) and the regional street design classifications (i.e. freeway, highway, regional boulevard, urban road, etc.). In order to accomplish this, recommend inclusion of the following explanatory text to the motor vehicle classification system section of Chapter 1 on page 1-21:

(Metro Council Transportation Planning Committee Discussion, 7/3/96)

Figure 1.2 provides a chart of the regional motor vehicle functional classifications and their relationship to the regional street design classifications. The most appropriate street design classification for roadways that serve a given functional classification is indicated with a solid square(s). Following Figure 1.2 is a detailed description of the regional functional classification categories.

**Figure 1.2**  
**Relationship Between the**  
**Regional Street Design Classifications and the**  
**Regional Motor Vehicle Functional Classifications**

			Regional Motor Vehicle Functional Classifications				
			Principal Arterial	Major Arterial	Minor Arterial	Collector	Local Street
Regional Street Design Classifications	Throughways	Freeway	■				
		Highway	■				
	Boulevards	Regional Boulevard		■			
		Community Boulevard			■		
	Streets	Regional Street		■			
		Community Street			■		
	Roads	Urban Road	■	■	■		
		Rural Road	■	■	■		
	Local Streets	Local Street Designs				■	■

■ Most appropriate street design classification

**JPACT Recommendation on Comment 13: Agree. Amend Chapter 1 as proposed.**

14. Comment: On page 1-16, Rural Roads section: In recent years, several rural areas surrounding our region have been experiencing the problem of infiltrating urban through traffic. As volumes increase, this high speed traffic is causing significant problems for the safety and viability of agricultural operations, and is leading to additional pressure to develop lands outside of the UGB with non-rural development. For these reasons, recommend that the discussion of rural roads on page 1-16 include the following addition:

"Because rural roads are intended to carry rural traffic, they should be designed to discourage through intra-urban traffic traveling from one part of the urban area to another."

(1000 Friends, 5/23/96)

15. Comment: It is important that the RTP reflect that some rural roads serve as important routes to connect urban traffic to throughways (such as Germantown Road, Scholls Sherwood/Scholls Ferry Road, etc.). In addition, rural roads are subject to Oregon's Basic Rule for legal speed and are generally posted no less than 45 miles per hour. These speeds would appear to be high and should be noted as such. Finally, does this language intend to make a distinction between "additional lanes" and the center turn lanes referred to in the last sentence? Amend the first paragraph of Rural Roads section on page 1-16 to read:

"Rural Roads are designed to carry rural traffic while accommodating limited transit, bicycle and pedestrian travel. In some cases rural roads serve to connect urban traffic to throughways. Rural roads ~~This facilities~~ serve urban reserves, rural reserves and green corridors, where development is widely scattered and usually located away from the road. These facilities are designed to allow moderate high motor vehicle speeds and usually consist of two to four motor vehicle lanes, with additional auxiliary lanes appropriate in some situations. Rural Roads have some street connections and few driveways. On-street parking occurs on an unimproved shoulder, and is usually discouraged. These facilities may include center turn lanes, where appropriate."

(Washington County, 4/17/96)

16. Comment: On page 1-16, Rural Roads discussion, fourth sentence: "These facilities are designed to allow moderate motor vehicle speeds and usually consist of two to four motor vehicle lanes, with additional non-continuous auxiliary lanes appropriate in some situations." (Coalition for A Livable Future, 5/23/96)

17. Comment: On page 1-16, Rural Roads discussion, second sentence: "Rural Roads are designed to carry rural traffic while accommodating limited transit, bicycle and pedestrian travel. Urban-to-urban travel on rural roads is limited and discouraged, but in some a few cases existing rural roads already serve to connect urban traffic to throughways." (note: existing text includes changes Metro staff accepted from Washington County) (Coalition for A Livable Future, 5/23/96)

18. Comment: Rural Reserves discussion, second and third sentences on page 1-8:

"Roadways in these areas are intended to serve rural industry and needs, and urban travel on these routes is accommodated with designs that are sensitive to their basic rural function. Rural reserves will be protected from urbanization for the foreseeable future through county zoning ordinances, intergovernmental agreements and by limiting rural access to urban through-routes and discouraging urban-urban travel on rural routes." (Coalition for A Livable Future, 5/23/96)

TPAC Recommendation on Comments 14-18: Generally agree. The relatively small number of urban traffic routes that already exist on rural routes usually occur where no comparable urban route is possible, such as Glencoe Road (connecting the Hillsboro regional center to US 26), Stafford Road (connecting Lake Oswego to I-205) and Cornell Road (connecting Portland and Washington County through the West Hills). As pointed out in Comment 15, these routes generally provide access to throughways. As such, the rural road serves a freight function in the movement of farm products. Therefore, some capacity, design or safety-driven deficiencies must be addressed on rural roads. Most importantly, state highways that carry most urban traffic outside the urban area will be treated as green corridors, with specific land use protections and access controls enacted to limit the impacts of urban travel on the rural land use pattern.

Generally agree with text revisions proposed on Comment 15. However, the term "high speed" in context of street design refers to facilities posted at the maximum limit (55-65 mph), while "moderate" refers to somewhat lower speeds (35-45 mph). Therefore, recommend revisions as proposed in Comment 15, except for the replacement of the word "moderate" with "high", as follows:

"Rural Roads are designed to carry rural traffic while accommodating limited transit, bicycle and pedestrian travel. In some cases rural roads serve to connect urban traffic to throughways. Rural roads ~~This facilities~~ serve urban reserves, rural reserves and green corridors, where development is widely scattered and usually located away from

the road. These facilities are designed to allow moderate motor vehicle speeds..."

Also, generally agree with adding the term "auxiliary" to this paragraph, but qualified to read "occasional" as follows:

"...from the road. These facilities are designed to allow moderate motor vehicle speeds and usually consist of two to four motor vehicle lanes, with additional-occasional auxiliary lanes appropriate in some situations. Rural Roads have some street..."

In addition, recommend revisions as proposed in Comment 18 with revised wording as follows:

"Roadways in these areas are intended to serve rural industry and needs, and urban travel on these routes is accommodated with designs that are sensitive to their basic rural function. Rural reserves will be protected from urbanization for the foreseeable future through county zoning ordinances, intergovernmental agreements and by limiting rural access to urban through-routes. Urban-to-urban travel is generally discouraged on most rural routes, with exceptions identified in this plan."

## **Regional Public Transportation System**

19. Comment: Include a detailed policy regarding passenger rail in Chapter 1 of the RTP, as required by both the Oregon Transportation Plan and the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. (Cook, 5/9/96)
20. Comment: Passenger rail and its inter-connection to regional, statewide and national destinations should be listed as a component of the Regional Public Transportation system on page 1-24 and page 1-27. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comments 19-20:** Agree. The concept of passenger rail has not been researched enough to be included as a detailed policy in the RTP at this time. However, it is appropriate to include a description of passenger rail issues in the public transportation section of the RTP. Chapter 1 was expanded at the request of the Citizens Advisory Committee (CAC) and public comment to define passenger rail, commuter rail, inter-city bus and heavy rail as other transit options that should be considered according to their economic feasibility and their ability to achieve regional goals. However, TPAC recommends further elevating those services that link the metropolitan area to areas outside of the region.

Therefore, TPAC recommends creating two major subsections within Regional Public Transportation section in Chapter 1, page 1-24, titled "Urban Public Transportation" and "Interurban Public Transportation," replacing the "Other Transit Options" section as follows:

### *Other Transit Public Transportation Options*

Other transit public transportation options may become economically feasible for serving serve certain destinations in the metropolitan areas. These services include commuter rail along existing heavy rail lines, and streetcars, passenger rail connecting the region to other urban areas, and inter-city bus service that provide statewide access to the region's rail and air terminals.

### *Interurban Public Transportation*

The federal ISTEA has identified interurban travel and passenger "intermodal" facilities (e.g., bus and train stations) as a new element of regional transportation planning. The following interurban components are important to the regional transportation system:

#### *Passenger Rail*

Inter-city high-speed rail is part of the state transportation system and will eventually extend from the Willamette Valley north to British Columbia. Amtrak already provides service south to California and east to the rest of the continental United States. These systems should be integrated with other public transportation services within the metropolitan region with connections to passenger intermodal facilities. High-speed rail needs to be complemented by urban transit systems within the region.

#### *Inter-city Bus*

Inter-city bus connects points within the region to nearby destinations, including neighboring cities, recreational activities and tourist destinations. Several private inter-city bus services are currently provided in the region.

#### *Passenger Intermodal Facilities*

Passenger intermodal facilities serve as the hub for various passenger modes and the transfer point between modes. These facilities are closely interconnected with urban public transportation service and highly accessible by all modes.

They include Portland International Airport, Union Station and inter-city bus stations.

21. Comment: The format and choice of language in the "Transit Goals and Objectives" section on pages 1-27 through 1-29 is repetitive such that it is difficult to visualize what is being proposed in the plan. Consider integrating the following objectives (AORTA, 5/17/96):

- Connect all regional centers with each other and the central business district via direct or one-transfer regional rapid transit service.
- Ensure that all regionally-oriented facilities (multi-modal passenger facilities, major educational and medical institutions, employment centers, etc.) have a station/stop on the regional Rapid Transit Network.
- Ensure convenient, direct local transit access between residential, commercial and employment areas and the nearest Regional Center.

**TPAC Recommendation on Comment 21:** Generally agree. Recommend incorporating the ideas proposed in these comments into the goals and objectives on page 1-28 of the Public Transportation System section as follows:

**Goal 1 - Develop a public transportation system that provides regional access to serves 2040 Growth Concept primary land use components (central city, regional centers, industrial areas, intermodal facilities) and special regional destinations (such as major colleges or entertainment facilities) with an appropriate level, quality and range of public transportation available.**

*new objective:*

- 5. Objective: Ensure that existing regional destinations located outside of the primary land use areas are served with LRT, rapid bus, frequent bus or primary bus.**

**Goal 2 - Develop a public transportation system that provides community access to serve the 2040 Growth Concept secondary land use components (station communities, town centers, main streets, corridors) and special community destinations (such as local colleges or entertainment facilities) with high quality service.**

*new objective:*

- 5. Objective: Ensure that existing community destinations located outside of the secondary land use areas are served with frequent bus or primary bus.**

**Goal 3 - Develop a reliable, convenient and accessible system of secondary public transportation that provides access to serve the 2040 Growth Concept "other urban components" (e.g., employment areas, outer neighborhoods and inner neighborhoods).**

22. Suggest clarification as to how the Secondary Transit Network System will be implemented. Recommend amending page 1-26, under the Regional Public Transportation System Components section to include:

The following public transportation system components establishes a network that serves the needs of individual 2040 land use components. This system serves as the framework for consistency among plans of local jurisdictions and Tri-Met. Underlying this network of fast and frequent service is a secondary network of local bus, park-and-ride and demand responsive type serve that provide local public transportation. Specific elements of the secondary network will be developed by Tri-Met and local jurisdictions. Tri-Met is the primary public transportation provider for the metropolitan region and is committed to providing the appropriate level of service to achieve regional objectives and to implement the 2040 Growth Concept. However, the RTP recognizes providers other than Tri-Met to serve special transportation needs. While this is not required in the RTP, Metro is committed to helping coordinate agreements to address special needs as they arise. Such special needs may include private, public/private partnerships, or public actions, as appropriate.

(Metro Council Transportation Planning Committee Discussion, 7/3/96)

**JPACT Recommendation on Comment 22:** Agree. Amend Chapter 1 as proposed.

23. Add a new objective to Goal 3, page 1-28 of the Public Transportation section:  
**4. Objective: As appropriate, consider providing secondary bus or other public transportation alternatives to serve outlying regional destinations.**

(Metro Council Transportation Planning Committee Discussion, 7/3/96)

**JPACT Recommendation on Comment 23:** Agree. Amend Chapter 1 as proposed.

## **Regional Bicycle System**

24. Comment: The Bicycle System Goals and Objectives' emphasis on regional solutions and connectivity is wrong. The problem is that most trips are local trips. We should first ensure that the means exists for safe and convenient local bicycle use. What



rationale do we have that our population wants or will bike any distance in the typical 6 months of cold, wet weather? (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 24:** The vision statement of the Regional Transportation Plan "seeks to enhance the region's livability through implementation of the 2040 growth concept." Implementing 2040 includes bicycle accessibility to and within regional and town centers, which includes both short, local bike trips and bike trips connecting to the regional bikeway network. Therefore, it is important to emphasize both regional and local access and connectivity. However, the bicycle system goals and objectives are general policy direction, with recognition that additional research is needed to determine (1) how bicycle travel can help implement the 2040 growth concept, and (2) which aspects of the bicycle system are of a regional nature. To clarify this need for additional research, the following revisions to the bicycle system introductory text on page 1-32 are recommended:

"The bicycle is an important component in the region's strategy to provide a multi-modal transportation system. The 2040 growth concept focuses growth in the central city and regional centers, station communities, town centers and main streets. One way to meet the region's travel needs is to provide greater opportunity to use bicycles for shorter trips.

"The regional bikeway system identifies a network of bikeways throughout the region that provide for bicyclist mobility between and accessibility to and within the central city, regional centers and town centers. A complementary system of on-street regional bikeway corridors, regional multi-use trails and local bikeways is proposed to provide a continuous network. In addition to major bikeway corridors that create a network of regional through routes, the system provides accessibility to and within regional and town centers.

The adoption of the Regional Bicycle Plan element of the RTP continues the region's recognition of bicycling as an important transportation alternative: Metro's 1994 travel behavior survey found that places in the region with good street continuity, ease of street crossing and gentle topography experience more than a three percent bicycle mode share, while lower density areas experienced around one percent bicycle mode share. A greater understanding of bicycle travel is still needed, and development of a regional bicycle forecasting model is underway.

The implementation of the regional bicycle plan element of the RTP will provide for consistently designed, safe and convenient routes for bicyclists between jurisdictions and to major attractions throughout the region, will work toward increasing the modal share of bicycle trips, and will encourage bicyclists and motorists to share the road safely.

## SUMMARY OF COMMENTS AND RECOMMENDATIONS

on public comments received March 22 - June 17, 1996 regarding the  
Citizen Advisory Committee Policy Revisions to the Regional Transportation Plan

### CONSENT ITEMS

#### General RTP Issues

25. Comment: Reevaluate references to "Pedestrian System" and "Bicycle System" terminology in light of the terminology used in the Oregon Bicycle and Pedestrian Plan. Recommend replacing "Pedestrian System" with "Walkway System" and "Bicycle System" with "Bikeway System" in the forward section of the RTP. (City of Milwaukie, 4/19/96)

TPAC Recommendation on Comment 25: Disagree. The terms "Bikeway" and "Walkway" do not reference the mode of travel, rather they refer to the facility. All other "systems" discussed in Chapter 1 of the RTP reference the mode of travel.

26. Comment: Revise Goal 1 on page 1-36 to read: "Enhance mobility and support the use of alternative non-automotive transportation modes ..." (City of Milwaukie, 4/19/96)
27. Comment: Revise System Goal 4, Objective 3 on page 1-9 to read: "Promote alternative non-automotive modes of travel that help meet air quality standards." (City of Milwaukie, 4/19/96)
28. Revise Goal 2, Objective on page 1-36 to read: "Support efforts to provide maximum allowable tax benefits and subsidies to users of alternative non-automotive modes of transportation." (City of Milwaukie, 4/19/96)
29. Revise goal 5 on page 1-37 to read "Implement TDM support programs to make it more convenient for people to use alternative non-automotive modes for all trips throughout the region." (City of Milwaukie, 4/19/96)

TPAC Recommendation on Comments 26-29: Disagree. "Alternative transportation mode" is an accepted term that includes any alternative to the single-occupancy vehicle. Using the term "non-automotive transportation mode" would not clarify the distinction between single-occupancy vehicles and shared vehicles (e.g. carpools, vanpools) and would preclude carpooling and vanpooling as "alternative transportation modes." However, a definition of "alternative

transportation modes" that makes this distinction should be included in the glossary of the RTP. TPAC recommends the following:

(insert into "Chapter 1 Glossary")

Alternative Transportation Mode -This term refers to all modes of travel except for single occupancy vehicle, including bicycling, walking, public transportation, carpooling and vanpooling.

30. Comment: There needs to be more consideration given to open spaces and green spaces, neighbors, current residences, and the natural environment when deciding about transportation projects. Most citizens feel that they have little influence or control over decisions being made. (Toutesberry, 5/23/96)

**TPAC Recommendation on Comment 30:** Generally agree. System Goals 3 and 4 on page 1-9 are intended to address this need, and include protecting and enhancing livability, protecting water and air quality and minimizing environmental impacts associated with transportation improvements and programs.

31. Comment: The RTP should acknowledge the cooperative effort underway with local jurisdictions. It should note that many local agencies are currently preparing a Transportation System Plan which will need to be consistent with the RTP. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 31:** Agree. This relationship is described in the Introduction and Implementation chapters of the Federal RTP (the plan currently in place), and will be expanded during the next phase of the RTP update.

32. Comment: On page 1-37, Goal 4, add an objective that states local jurisdictions are encouraged to adopt applicable portions of the Transportation Planning Rule in the local general plans or ordinances. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 32:** Disagree. The TPR already establishes local responsibilities and planning requirements.

33. Comment: On G-2 of the glossary, the reference for the ISTEA should be updated. As a result of the National Highway System bill, management systems are no longer mandated, except for congestion management system in Transportation Management Areas. In addition, the RTP could also note that one of the objectives of the ISTEA was to link the Clean Air Act Amendments with transportation planning, resulting in air quality conformity requirements. Air quality conformity could also be added to the glossary. Other important components of the ISTEA

include public involvement requirements and greater participation by transit operators in the metropolitan planning process. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 33:** Agree. Glossary will be revised to: 1) eliminate reference to management systems as mandatory in the ISTEA definition and add public participation and transit operator participation requirements to the definition; 2) link ISTEA and the Clean Air Act within the ISTEA definition; 3) add the Clean Air Act Amendments of 1990 to the glossary; 4) add a definition of air quality conformity.

34. Comment: On G-3 of the glossary, the Oregon Bicycle and Pedestrian Plan could also be referenced. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 34:** Agree. Revise as proposed.

### **Regional Vision and Guiding Principles**

35. Comment: Accessibility to green spaces should be addressed in the Regional Transportation Plan. (Hocker, 4/4/96)

**TPAC Recommendation on Comment 35:** Agree. Access to (but not within) green spaces will be addressed in the system development phase of the RTP update.

36. Comment: Chapter 1, Section B, makes references to possible increases in congestion in high activity centers and suggests congestion may be bad. Consider that congestion itself may not be bad as much as it is an indicator of a condition. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 36:** Agree. The second and third sentences of this section (page 1-1 of the Final Draft) already make this point.

37. Comment: When considering the cost-effectiveness of transportation improvements, include environmental costs, accessibility costs and the financial burden to individuals and families in the region. (Weaver, 4/12/96)
38. Comment: Strongly urge Metro to update its cost effectiveness "formula" as part of the RTP policies. (Coalition for A Livable Future, 5/23/96)
39. Comment: Challenge the definition of "cost-effectiveness" on page 1-3. The current definition is biased against communities with inadequate connectivity. Recommend that cost-effectiveness be defined in a more traditional manner, as in "How much improvement do we get for our dollar?" (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 37-39:** Regional policy for cost-effectiveness is set forth in System Goal 2 on page 1-9 of the RTP. The "System Cost" section is neutral toward the current level of connectivity in a given community, and instead frames cost-effectiveness in terms of improving connectivity, and adequate levels of accessibility and mobility in any situation. Therefore, the question posed in Comment 34 could be best phrased as "how far does our dollar move us toward regional goals?" Specific cost effectiveness of transportation projects is examined through analysis of the Metro Transportation Improvement Program (MTIP). Metro is looking to update the cost effectiveness "formula" for the next MTIP. This issue will be addressed as part of the system component of the RTP and through the implementation and funding strategy related to the MTIP.

40. Comment: System Cost discussion, first sentence, last paragraph on page 1-3: "A cost-effective transportation system will provide adequate levels of accessibility and mobility while minimizing the need for public investment total cost, including full life cycle costs and costs to the community and the environment." (Coalition for A Livable Future, 5/23/96)
41. Comment: Recommend amending System Goal 2, Objective 3 on page 1-9 to read: "Consider a full range of costs and benefits in the allocation of transportation funds, including full life cycle costs and community and environmental impacts." (Willamette Pedestrian Coalition, Coalition for A Livable Future and STOP 5/23/96)

**TPAC Recommendation on Comments 40 and 41:** Disagree. The terminology reflects the current status of the discussion related to "full costs" versus "full benefits" of transportation systems and solutions. As part of the system development phase of the RTP, detailed project/need prioritization criteria will be developed that consider all Chapter 1 policy provisions to varying degrees, including both the quantitative and qualitative benefits of system improvements and system costs. As part of the Transportation Improvement Program (TIP), Metro is participating with ODOT on developing a cost/benefit methodology for selecting projects for funding. Again, defining and valuing costs and benefits is a difficult task as part of that effort. Any cost/benefit methodology will require adoption through the Oregon Transportation Commission, JPACT and the Metro Council.

42. Comment: Environmental, Economic and Social Impacts discussion, last paragraph on page 1-4: "The RTP measures economic and quality of life impacts of the proposed system by evaluating key indicators, such as job and retail service accessibility, economic benefits to the ~~business~~ community and transportation for the traditionally underserved, including low income and minority households and the disabled. Other key system indicators include reduction in VMT's, travel times,

travel speeds, congestion, energy costs, protection of natural resources and air quality impacts. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 42:** Agree with recommendation to delete the term "business." It is not necessary to make the point and could be interpreted as limiting. Agree that travel time should be included as an indicator. Travel speed and travel time are two main components in the proposed accessibility measure to better evaluate the transportation system's ability to serve land uses. Regarding VMT/capita (vehicle miles of travel per capita) suggest adding that vehicle miles of travel are an indicator. In general, this paragraph should not address goals, objectives, or standards regarding any indicator.

Disagree with recommendation to remove "congestion." Congestion as an indicator will always be a concern of the public. The key questions are related to 1) how much congestion is tolerable on the system; and 2) if "unacceptable" congestion exists, how should it be addressed or managed. These issues will be discussed as part of the system component of the RTP.

43. Comment: Reconsider guiding principle which states "timely public notice, full access to key decisions and support(s) broad based, early and continuing involvement of the public..." to ensure that notice is given early enough to encourage comment to the CAC. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 43:** Agree. The principle (page 1-2) already supports public involvement at the CAC level; however, the details of the public involvement process are set forth in the Regional Public Involvement Plan. All CAC meetings are scheduled in advance and open to public comment.

44. Comment: On page 1-2, Principle 1: "Provide complete information, timely public notice...and continuing involvement of the public in all aspects of transportation planning and development." This ensures the public is engaged as partners in defining needs and problems and in creating and implementing solutions - not just receiving information. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 44:** Generally agree. However, recommend revising to read "... and continuing involvement of the public in all aspects of the transportation planning process."

45. Comment: Balance mobility and accessibility objectives such that "quality of life" is not measured merely based on how fast one can drive from point A to point B. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 45:** Agree. This balance is stated or implied in the five system goals that appear on page 1-9. In particular, System Goal 1 emphasizes "high levels" of access over "adequate" levels of mobility.

46. Comment: Recommend change on page 1-4, Timing and Prioritization of System Improvements, second paragraph, last sentence: "These areas provide the best opportunity for public policy to shape new development, and are, therefore..." (AORTA, 5/23/96)

**TPAC Recommendation on Comment 46:** Agree. Revise as proposed.

47. Comment: Insert new guiding principle on page 1-2: "Provide safe, convenient and affordable transportation choices that provide access throughout the region without dependence on the auto." Providing safe, convenient and affordable transportation choices is essential to achieving the balance called for in Transportation RUGGO 19.3. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 47:** Disagree. The Systemwide Goals on page 1-9, particularly Goal 1, Objective 4 already addresses this issue.

48. Comment: Principles discussion, last full paragraph on page 1-2: "Important measures of livability include mobility and safe, convenient and affordable access to jobs, schools, services and recreation for all people, movement of goods, conservation of resources and the natural environment and clean air. The RTP must address these needs by improving transportation choices for how people have for traveling within the region without reliance on the auto, while seeking a balance between among accessibility, system cost, strategic timing and prioritization of improvements and environmental impacts." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 48:** Generally agree, with the following modification to the proposed language:

"...clean air. The RTP must address these needs by improving transportation alternatives to the automobile and choices for how people travel within the region, while seeking a balance between, accessibility, system cost, strategic timing and prioritization of improvements and environmental impacts."

49. Comment: Accessibility and Mobility discussion, second paragraph on page 1-3: "Mobility improves when the transportation network is refined or expanded, when travel mode shifts to more efficient modes, or when travel demand is reduced, to

improve capacity, thus allowing people and goods to move more quickly toward a particular destination." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 49:** Disagree. However, recommend the following revisions to this text:

"Mobility improves when the transportation network is refined or expanded to improve capacity of one or more modes, thus allowing people and goods to move more quickly toward a particular destination."

50. Comment: Request for further clarification and explanation of statement on page 1-1 which says "Concentrating development in high-density centers envisioned in the 2040 Growth Concept may produce levels of congestion that exceed existing standards, yet signal positive urban development for those areas." How can congestion be considered positive? This should be further defined. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 50:** When congestion is the result of public demand to frequent a particular commercial center or district, it is a measure of the success of these places. Current examples of congestion as a positive signal of economic activity include downtown Portland, main streets like NW 23rd and SE Hawthorne and regional shopping centers like Washington Square and Clackamas Town Center. In each of these areas, congestion is a trade-off for the concentration of services and activities that exists. Of these examples, downtown Portland best fits the 2040 vision of a multi-modal transportation system that provides good transit and pedestrian alternatives to the automobile.

51. Comment: Policies for the region should require a clear representation of current usage by mode, an historical analysis by mode, desired up or down percentage changes in mode split and realistic expectations for achieving the change within a specified time line. (Washington Square, 5/22/96 and TVEDC, 5/23/96)
52. Comment: We must realistically deal with current modal splits and the mode splits anticipated in the near future (i.e. the motor vehicle is the now the dominant mode choice). This should then be used as a guide to (1) set goals for an achievable shift in mode split, (2) identify projects that help achieve that shift and (3) allocate dollars to get there. (Washington Square, 5/22/96 and TVEDC, 5/23/96)

**TPAC Recommendation on Comment 51 and 52:** Agree. For each area, Metro will set targets for various mode shares, and compare these targets with current mode shares. Mode split "targets" will be based on this research, and will ultimately guide transportation project selection. During the next phase of the update, these issues will be addressed as part of system development and modeling. The



"horizon" year for the updated plan will be 2015, and system development will be based upon Metro's population and employment forecast for that year. Metro's transportation model is based on travel behavior surveys, and therefore provides that most "realistic" approach possible in testing transportation alternatives for the future. The final RTP will apply to each mode and reflect available financial resources.

53. Comment: Metro and local governments should elevate business/commercial transportation to a higher priority and the vision statement should acknowledge the importance of transportation to commerce. (Washington Square, 5/22/96 and TVEDC, 5/23/96)

~~TPAC Recommendation on Comment 48: Generally agree. The importance of transportation to commerce is covered more broadly in the vision statement by the emphasis on implementing the 2040 Growth Concept. The more detailed discussion of the transportation elements of 2040 is included in the "Urban Form and Land Use" section that begins on page 1-5 of the Chapter 1 draft. In this section, each 2040 land use component is discussed according to its specific transportation needs. The freight goal and objectives on pages 1-30 and 1-31 also address commercial travel.~~

**JPACT Recommendation on Comment 53:** Revise the first paragraph, second sentence on page 1-22 of the Regional Motor Vehicle System section to include:

These goals and objectives recognize the need to accommodate a variety of trip types on the regional motor vehicle system that include personal errands, commuting to work or school, commerce, freight movement and public transportation. In general, this plan recognizes there would be a higher degree of mobility during the mid-day from the peak-hour.

54. Comment: RTP policies should give a high priority to cross-UGB movement of people, goods and services and to accommodating the "growth industry" transportation system needs (i.e. tourism) that require efficient movement beyond the region's boundaries. (Washington Square, 5/22/96 and TVEDC, 5/23/96).

**TPAC Recommendation on Comment 54:** Agree. This comment has been addressed by TPAC's response to Comment 17 of the response document with proposed language that addresses statewide, national and international connections. Cross UGB travel in the region is addressed by System Goal 1 on page 1-9 of the Chapter 1 draft, which calls for major connections by multiple modes, including those crossing the UGB.

55. Comment: The RTP should contain an honest statement of current conditions and that the plan be revised annually to track changes in mode split over time. (Washington Square, 5/22/96 and TVEDC, 5/233/96)

**TPAC Recommendation on Comment 55:** Disagree. Chapter 3 of the updated RTP will provide a detailed analysis of the impacts of forecast growth on the transportation system. This analysis routinely involves modeling the existing system with current and forecast populations. This work will be completed during the next several months, as part of the next phase of the RTP update. In general, the RTP is updated every 3 years to reflect changing conditions.

56. Comment: The RTP needs to address the issues of congestion and capacity in relation to the region's transition to higher density urban form over the next 20 years. (Washington Square, 5/22/96 and TVEDC, 5/23/96)

**TPAC Recommendation on Comment 56:** Agree. This will occur during the next several months as part of the next phase of the RTP update.

57. Comment: The definitions of modes should go beyond motor vehicle, transit, bike and pedestrian to include: personal autos, light trucks for commercial, heavy trucks for commercial and autos for commercial. (TVEDC, 5/23/96)
58. Comment: Any policies related to commerce should differentiate between the types of commerce to which they refer (i.e. heavy trucks, light trucks, autos). Each type puts a different demand on the transportation system. (TVEDC, 5/23/96)

**TPAC Recommendation on Comment 57 and 58:** Disagree. The modal definitions relate the physical street needs, and the motor vehicle category appropriately groups motorcycles, autos, light trucks, heavy trucks and buses, since these vehicles share the same travel lanes. In contrast, the separate freight and transit sections in Chapter 1 address special travel needs that are not shared by other motor vehicles.

## **Urban Form and Land Use**

59. Comment: Amend last sentence of Rural Reserve paragraph on page 1-8 to read (Washington County, 4/17/96):

"Rural reserves will be protected from urbanization for the foreseeable future through state statutes and administrative rules, county zoning land use ordinances, intergovernmental agreements and by limiting rural access to urban through-routes whenever possible."

**TPAC Recommendation on Comment 59:** Generally agree. However, the reference to intergovernmental agreements should not be deleted because it reflects green corridor provisions in the Draft Urban Growth Management Functional Plan and may be required for access management or other operational improvements.

60. **Comment:** Neighboring Cities and Green Corridors discussion, second to last sentence on page 1-8: "Growth of neighboring cities will ultimately affect through-travel and could create a need for bypass routes." The draft should not suggest bypasses are needed to provide through-travel. The plan should encourage and provide financial incentives for transit, high speed rail, and commuter rail; managing travel demand and improving the design of throughways. (Coalition for A Livable Future and STOP, 5/23/96)

**TPAC Recommendation on Comment 60:** Disagree. Currently, the state highway through-routes in many of the neighboring cities travel through downtown districts. As these communities grow, congestion in these core areas can significantly impact through travel, and alternate through routes may be needed to "bypass" these districts. The "bypass" may be in the form of a new limited-access facility, or could be an alternative route that follows existing streets.

## **System-Wide Goals and Objectives**

61. **Comment:** Require all transportation system development to follow stringent guidelines to prevent and effectively mitigate unavoidable adverse impacts on the environment (e.g., soil erosion and sedimentation, flood plain and riparian and wetland system encroachment, storm water runoff, creation of impervious surfaces, landslides, and impacts on streams, open spaces, and wildlife habitat). (Coalition for a Livable Future, Weaver, 4/12/96)

**TPAC Recommendation on Comment 61:** Guidelines and procedures for transportation system development and construction activities, including environmental mitigation are covered by federal (NEPA), state and local laws, codes and practices. These protections are enforced in the local development review process.

62. **Comment:** In the introductory pages of Chapter 1, consider environmental impacts in any investment determinations or project designs. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 62:** The need to consider environmental impacts in all stages of the transportation planning process is set forth in the fourth

guiding principle on page 1-2, and tied to projects and construction in System Goal 4 on page 1-9.

63. Comment: Maintain multi-modal streets as much as possible. (Uchiyama, 3/30/96)

**TPAC Recommendation on Comment 63:** Agree. All street designs (on pages 1-12 through 1-17), except Freeway designs, are fully multi-modal, serving motor vehicles, transit, pedestrians and bicycles.

64. Comment: Page 1-9, objectives under Goal 1 should be clarified to say that the access in each case may be qualitatively as well as quantitatively different. It is also unclear how these objectives will help resolve the conflict between access and mobility when they are competing values in the same location. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 64:** Agree with the need to clarify different levels of access. In fact, the introductory paragraph to the section on the bottom of page 1-8 states that this section will define "adequate" accessibility and mobility (among others). The RTP work program originally anticipated that performance measures and standards would be adopted as part of the Policy Component. That work will now be done as part of the system component and Chapter 1 will be updated, as necessary. Recommend adding a footnote to that effect on the bottom of page 1-9.

65. Comment: Page 1-9, Goal 1, there is no reference to future capacity needs and the definitions of accessibility and mobility are inadequate to determine if these needs are adequately addressed. Recommend further clarification of definitions for accessibility and mobility in the Glossary. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 65:** Agree. Accessibility and mobility definitions should be added to the glossary. However, adequate levels of accessibility and mobility will be addressed during the system component of the RTP. That discussion will also help define future capacity needs. Consequently, no reference to adequate capacity needs are recommended for the policy chapter.

66. Comment: Clarify of the definition of "appropriate level of mobility" on page 1-21, Goal 1. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 66:** This will be addressed as part of the system component and will involve a discussion and comparison between level of service (and resulting mobility) and system cost. It will also be integrated with

discussions on "accessibility," and questions related to where and when various levels of mobility and accessibility are desirable and necessary.

67. Comment: On page 1-8, Goal 2, add an objective that states "Develop a transportation system necessary to implement planned land uses, consistent with the regional level of service standard." Additions to the existing system will be made as part of providing a cost-effective system (see page 1-17, Regional Street System Management section). As written, the objectives under Goal 2 only address the existing system. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 67:** Agree, but would revise to read "consistent with the regional level of service standards." The plural reference reflects the need for multi-modal performance standards.

68. Comment: Agree that transportation projects and programs need to enhance livability, but livability should be defined to include the livability of areas surrounding transportation improvements. Thus, recommend Objectives 1 and 2 under System Goal 3 on page 1-9 be rewritten as follows:

1. Objective: ~~Enhance livability w~~With all regional transportation projects and programs, enhance the livability of the region and the areas that surround such projects and programs.
2. Objective: Give priority to transportation projects and programs that best enhance regional and local livability.

(1000 Friends of Oregon and Coalition for a Livable Future, 5/23/96)

**TPAC Recommendation on Comment 68:** Disagree. The goal is intended to be broad, addressing the greater regional interest in transportation projects that sometimes outweigh local interests. An example is the Westside LRT, which serves regional transportation and land use objectives, but raised local concerns over specific alignments and corresponding land use planning.

69. Comment: Recommend that new goal include the following: "Reduce reliance on the single occupant vehicle as the principal transportation mode." Merely calling for "access by multiple modes" does not indicate the intention to encourage one mode over another. (System Goal 1, Objectives 1-3). (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comment 69:** No change recommended. All goals and objectives in Chapter 1 are intended to diversify travel alternatives and reduce reliance on the automobile. This issue is already addressed on page 1-36.

70. Comment: On pages 1-8 through 1-10, Systemwide Goals and Objectives section: Add a goal relating to VMT reduction. (It is currently in the TDM section on page 1-36 and should be brought forward to this section.) (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comment 70:** Disagree. VMT per capita reduction strategies is appropriately addressed in the more detailed TDM section. The intent of the systemwide goals to set very broad direction that guides the more detailed sections that follow in Chapter 1.

71. Comment: Page 1-9 and 1-10, Systemwide Goals and Objectives, under Goal 1, add a new objective that speaks to regional transportation system connecting intra-regional travel. Recommended language:

5. Objective: Integrate the regional transportation system with transit services connecting the region to other areas in the state and beyond.

(AORTA and Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 71:** Agree, in part. This comment is best addressed by the recommended "Inter-regional Public Transportation" revisions (proposed in response to Comments 19 and 20).

72. Comment: Add a new objective to System Goal 2 on page 1-9 that allows surface transportation funding to be more flexible and be available for all modes. Recommended language:

4. Objective: Make surface transportation funding more flexible and available to all surface transportation modes.

(Bicycle Transportation Alliance, 5/23/96)

**TPAC Recommendation on Comment 72:** Disagree. Funding flexibility cannot be changed with the RTP. Instead, recommend the following text revision to page 1-9 address this issue:

#### System Goal 2

4. Objective: Use funding flexibility to the degree necessary to implement the adopted Regional Transportation Plan.

73. Comment: Systemwide Goals and Objectives, under Goal 2 on page 1-9, add a new objective: 8. Objective: Make transportation funding flexible and available to all transportation modes. (Coalition for A Livable Future, 5/23/96)

TPAC Recommendation on Comment 73: Disagree. Comment 72 already emphasizes the use of flexible funds to implement the adopted components of the RTP. Any further reference to funding flexibility requires extensive further discussion. As other studies address funding flexibility from a policy and need basis (e.g., RTP finance discussion, the Governor's Transportation Initiatives Program), the result may be an RTP policy revision.

74. Comment: Systemwide Goals and Objectives, under Goal 2 on page 1-9, add a new objective: 4. Objective: Develop a hierarchy of transportation management actions to be required before the capacity of regional facilities for auto travel is expanded. (Coalition for A Livable Future, 5/23/96)

TPAC Recommendation on Comment 74: This strategy of requiring management actions prior to capacity expansion has been proposed by Metro staff in conjunction with discussions on congestion levels of service. The strategy is an element of the work on the system component of the RTP. Congestion management prior to new construction is also being developed through the ISTEA mandated Congestion Management System (CMS). As those actions are developed, the policy section will be revised accordingly.

75. Comment: Systemwide Goals and Objectives, under Goal 2 on page 1-9, add a new objective: 5. Objective: Establish a set of criteria for project selection based on the full range of policies in this plan and fund projects in accordance with those selection criteria. (Coalition for A Livable Future, 5/23/96)

TPAC Recommendation on Comment 75: Agree. Revise as proposed.

76. Comment: Systemwide Goals and Objectives, under Goal 2 on page 1-9, add a new objective: 6. Objective: Link improvements in the regional transportation system with the development of supporting local transportation networks. (Coalition for A Livable Future, 5/23/96)

TPAC Recommendation on Comment 76: Disagree. Instead, add the following objective to page 1-21, Goal 4:

"4. Objective: Provide an adequate system of local and collector streets that supports the regional system."

77. Comment: Systemwide Goals and Objectives, under Goal 2 on page 1-9, add a new objective: 7. Objective: Adopt transportation system performance measures that reflect the goals of this plan and use them to evaluate and improve transportation systems and projects. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 77:** Agree. Revise as proposed.

78. Comment: Systemwide Goals and Objectives, under Goal 4 on page 1-9, add a new objective: 1. Objective: Evaluate land use, environmental, and public health impacts in all transportation projects and analyze alternative transportation investments and programs for major transportation projects. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 78:** Disagree. These issues are already covered by other land use and environmental goals and objectives in this section.

79. Comment: Systemwide Goals and Objectives, under Goal 4 on page 1-9, Objective 2: "Prevent and effectively mitigate unavoidable adverse Minimize the environmental impacts associated with transportation project construction, operation and maintenance activities." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 79:** Disagree. These issues are already covered by other land use and environmental goals and objectives in this section.

80. Comment: Systemwide Goals and Objectives, under Goal 4 on page 1-9, add new objective: 4: Objective: Promote and design transportation systems and facilities that use energy and other resources efficiently. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 80:** Agree, in part. Revise as follows:

"4. Objective: Design transportation systems that promote efficient use of energy."

81. Comment: Systemwide Goals and Objectives, on page 1-9, add new goal: Goal 6 - Provide government leadership by example in promoting and using alternative modes, reducing travel demand and conserving resources and the environment. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 81:** Agree in concept, but recommend adding the following language to Transportation Demand Management (TDM) Goal 6 (bottom of page 1-37):



3. Promote public sector involvement in employer based TDM programs and provide examples of successful programs.

82. Comment: Amend first sentence, on page 1-8, under Systemwide Goals and Objectives, to read "The overall goal of the RTP is to develop a safe, efficient and cost-effective transportation system that serves the region's current and future travel needs..." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 82:** Agree. Revise as proposed.

83. Comment: Amend System Goal 1 on page 1-9 to read "Implement a transportation system that serves the region's current and future travel needs..." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 83:** Agree. Revise as proposed.

84. Comment: Develop a methodology that weights the analysis for those factors that cannot be measured in a traditional cost/benefit analysis, but that does not overcompensate the system improvement decisions for these modes. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 84:** Agree. TPAC's recommendation on Comment 75 created an objective under Goal 2 on page 1-9 of Chapter 1 which states:

5. Objective: Establish a set of criteria for project selection based on the full range of policies in this plan and fund projects in accordance with those selection criteria.

85. Comment: Add a definition of "intermodal" to the Chapter 1 Glossary. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 85:** Agree. TPAC recommends the following be inserted into the Chapter 1 Glossary:

**Freight Intermodal Facility-** An intercity facility where freight is transferred between two or more modes (e.g., truck to rail, rail to ship, truck to air, etc.).

**Passenger Intermodal Facility -** The hub for various statewide, national and international passenger modes and transfer points between modes (e.g., airport, bus and train stations).

86. Comment: Re-examine the systemwide goals and objectives to measure future policy decisions impacts against the transportation needs of the agricultural industry. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 86:** Disagree. The needs of the agricultural industry are already addressed in several sections of Chapter 1 as part of larger discussion of freight movement. More specifically, the Rural Road section on page 1-16 addresses farm-to-market travel. As part of the developing the system component of the RTP, some rural roads will be evaluated for their role in carrying urban-to-urban traffic, while urban travel will be discouraged on most rural routes.

87. Comment: Move System Goal 1, Objective 4 to the first position to assure that mobility remains the highest priority rather than access to specific areas. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 87:** Disagree. The five system goals that appear on page 1-9 are intended to balance mobility and accessibility objectives. Adequate levels of mobility and accessibility will be addressed during the system component of the RTP update. It will also be integrated with discussions related to where and when various levels of mobility and accessibility are desirable and necessary.

88. Comment: Amend System Goal 1, Objectives 1-3 to replace "~~highest levels of access~~" with "best possible access to serve the mobility demand." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 88:** Disagree. The intent of this goal is to define accessibility as it relates to the individual 2040 land use components and establish a priority between these land use components. The proposed revisions would eliminate this intent.

89. Comment: Amend System Goal 1, Objectives 1-3 to read "access by multiple cost-effective modes..." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 89:** Disagree. The central theme of the state transportation planning rule (TPR) and federal ISTEA is to promote multi-modal transportation systems that provide many travel alternatives, and reduce the reliance on single modes of travel. The System Goal 1 and the objective that support the goal reflect this theme. Also, System Goal 2 specifically states "provide for a cost-effective" transportation system.

90. Comment: Add an objective to the System Goals that reads "Provide additional capacity to the transportation system in those areas of the region where quality of life is being negatively impacted by congestion." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 90:** Disagree. The proposed language assumes that congestion is the result of insufficient capacity. The second objective under System Goal 3 already "give(s) priority to transportation projects and programs that best enhance livability," and therefore more broadly addresses the intent of this comment.

91. Comment: Amend System Goal 2, Objective 3 to read "Require a cost/benefit analysis ~~Consider a full range of costs and benefits~~ in the allocation of transportation funds." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 91:** Disagree. Current cost/benefit analysis techniques are not adequate at this time to consider the range of goals and objectives that are included in the RTP in individual funding decisions, and rely too heavily on connecting goals to financial impacts. However, Metro is working with ODOT to develop improved cost/benefit techniques that can be used in future funding allocations.

92. Comment: Add a definition of "livability" that includes specific criteria that enables the region to measure decisions that achieve System Goal 3. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 92:** To the extent possible, performance measures will be developed during the next phase of the update that will help define this term for the purposes of the RTP. However, the term "livable" is highly subjective, and, therefore, the intent of this goal is to provide broad direction in the development of the transportation system. The 2040 Growth Concept will define livability and the RTP will incorporate that definition as it relates to transportation.

93. Comment: Include the natural environment goal in System Goal 3 to emphasize the importance of the natural environment to the region's livability. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 93:** Disagree. The natural environment is already discussed in System Goal 4.

94. Comment: Add a new System Goal to read "Protect the region's economy." Include objectives that address the need for a safe, cost-effective and efficient transportation system to assure living wage jobs in the region or incorporate the goal of protecting the economy in Goal 3 along with the natural environment goal. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 94:** These themes are central to the 2040 Growth Concept, and therefore already are covered by System Goal 1. However, recommend including a discussion of the relationship between transportation and the economy be included in the Introduction chapter as part of the next phase of the RTP update.

95. Comment: Replace Objectives 1 and 3 under System Goal 4 with a new objective that reads "Promote transportation system improvement projects that help the region meet applicable air, water and noise quality standards." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 95:** Disagree. The comment assumes that the system must be improved to meet environmental standards, while the objectives as written encompass both system improvements and better use of existing infrastructure.

96. Comment: Amend System Goal 4, Objective 2 to read "Balance ~~Minimize~~ the environmental impacts associated with transportation project construction, operations and maintenance activities." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 96:** Disagree. The term "balance" is less proactive than "minimize", and therefore does not support the goal statement, which is to "protect the region's natural environment." Due to time constraints, operations of the transportation system will be discussed as part of the system component of the RTP update.

97. Comment: Add a definition and set of criteria to guide the region in assessing the environmental impacts referenced in System Goal 4, Objective 2. (TVEDC, 6/17/96).

**TPAC Recommendation on Comment 97:** Agree. As part of the next phase of the RTP update, performance criteria for most goals and objectives will be developed for this purpose.

98. Comment: Combine Objectives 1 and 2 under System Goal 5 and change the language to read "Promote safety in the design and operation of the transportation system by reducing conflicts between modes." (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 98:** Disagree. By separating design and operating safety from modal conflicts, the current language acknowledges that many safety issues are the result of design or operating deficiencies, and not conflict between modes.

99. Comment: Delete System Goal 5; Objective 3 which states "Develop and implement regional safety and education programs." This is best left to other agencies. (TVEDC, 6/17/96)

**TPAC Recommendation on Comment 99:** Disagree. The RTP is the region's transportation plan, not simply Metro's plan. Therefore agencies within the region, such as Tri-Met, must develop plans that are consistent with the RTP.

## **Regional Street System and 2040 Implementation**

100. Comment: Reconsider rural access management provisions in Goal 1, Objective 2 on page 1-19 and 4th bullet under Principal Arterials section on page 1-22 and their potential impact on accepted farm/forest related uses (i.e., moving farm equipment across a road) (Washington County, 4/17/96).

**TPAC Recommendation on Comment 100:** Disagree. Access management objectives set forth in these sections refer to the regional through-routes that connect the urban area to points beyond the region (by definition, Green Corridors are located along state highways), and many of these facilities already have controlled or partially controlled access. This language would not affect the current use of local roads serving the rural area, except where they connect to state highways.

101. Comment: Revise Goal 1, Objective 2, second bullet on page 1-11 to read: "...be consistent with the regional motor vehicle, transit, freight, bicycle bikeway and pedestrian walkway system maps in Chapter 4 of this plan; and..." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 101:** Disagree. The modal definition (i.e. bicycle and pedestrian) is more all inclusive of the mode of travel. For example, the bicycle system includes bikeways, multi-purpose paths, shared bike lanes, bike racks and bike lockers. The pedestrian system includes sidewalks, multi-purpose paths, private walkways, pedestrian districts, and such amenities as special crossing features, street lighting, benches and wide planting strips as buffers.

102. Comment: In reference to page 1-13, Highways, last sentence: "Improved pedestrian crossings are located on overpasses and at same-grade intersections." Why is there not an option for grade level pedestrian crossings with the highway below-grade for separation? This option should be included. (City of Milwaukie, 4/19/96)

**TPAC recommendation on Comment 102:** Agree. Revise sentence to read: "...overpasses, underpasses and at same-grade intersections."

103. Comment: In reference to page 1-15, Urban Roads, second sentence: "Urban roads serve industrial areas, intermodal facilities and employment centers where buildings are rarely oriented toward the street." This statement should be reviewed and revised if necessary, based on the most recent changes to the TPR. For employment centers and industrial areas located along major transit stops, building orientation may be required by local jurisdictions. (City of Milwaukie, 4/19/96 and Willamette Pedestrian Coalition, 5/23/96)

**TPAC recommendation on Comment 103:** Disagree. The term "rarely" would allow such exceptions, while describing the predominate development pattern in these areas.

104. Comment: On page 1-15, Urban Roads discussion, second sentence: "Urban Roads serve industrial areas, intermodal facilities and employment centers ~~where buildings are rarely oriented toward the street.~~" The deleted section adds little definition to urban roads and may be read as an assumption that current building orientation in these areas should and will continue into the future. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 104:** Disagree. However, recommend the following revisions to clarify this section:

"Urban Roads serve low density industrial areas, intermodal facilities and employment centers where buildings are rarely less oriented toward the street."

105. In reference to pages 1-17 and 1-19, Regional Street System Management: TDM should be included in this section as it is a means to TSM. See Glossary in this draft for definition of the TSM term. It includes TDM techniques as an approach to managing existing transportation facilities rather than expanding existing or building new roadways. A new objective should be created that includes TDM techniques as an approach to implementing TSM. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 105:** Disagree. However, the comment exposes the need to revise the glossary to eliminate TDM measures from the TSM definition. TSM is to improve efficiency through relatively low-cost system revisions. TDM is related to managing demand on a system. Recommend deleting references to "programs that encourage transit, carpooling, telecommuting, alternative work hours, bicycling, and walking" from the TSM definition.

106. Revise second to last sentence in Minor Arterials section on page 1-22 to read: Minor arterials can serve as freight route, providing both access and mobility."

Recommend not assuming freight routes on all minor arterials streets, especially when minor arterials are located in residential areas. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 106:** Agree, but recommend using the word "may" instead of "can".

107. Comment: Revise second to last sentence in Collectors paragraph on page 1-23 to read: "Some ~~E~~collectors are appropriate to ~~should~~ serve as freight access routes, providing local connections to the arterial network." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 107:** Agree to some extent. Recommend changing proposed language to read "Collectors may ~~should~~ serve as freight access routes,..."

108. Comment: Page 1-15, "Community Streets" and page 1-16, "Local Street Design": Because these streets are normally not part of the RTP, standards for such streets should not be included in the RTP. (City of Troutdale, 5/13/96)

109. Comment: Page 1-23, "Local Street System Design Criteria": This section exceeds the scope of the RTP and should be deleted. Local street design criteria should be set by local jurisdictions. (City of Troutdale, 5/13/96)

**TPAC Recommendation on Comments 108 and 109:** Disagree. Local streets are included in the RTP with the recognition that local street design -- especially lack of local street connections -- can significantly impact the regional system.

110. Comment: It is not appropriate to require the installation of center medians on all Regional and Community Boulevards and Streets. Left turns may be warranted at locations other than intersections to provide adequate access. If access management plans are to be consistent with regional street design concepts (TSM Objective 2 on page 1-19), it is important that the design concept description not imply that center medians are required between intersections on all Regional Streets, Community Streets, Urban Roads and Regional Boulevards. (City of Gresham, 5/17/96)

Recommend adding "Where appropriate" after all references to center medians in the descriptions of design types on pages 1-12 through 1-16. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 110:** Disagree. This issue will be addressed in the Regional Street Design Study.

111. Comment: On-street loading facilities are not appropriate on Regional Boulevards where typically no parking lane is provided - they would conflict with bike lanes.

Recommend deleting "...and often include loading facilities within the street design..." from Regional Boulevards description on page 1-13 or change "often" to "may." (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 111:** Agree. Recommend replacing the word "often" with "may" on page 1-13.

112. Comment: The range of vehicle design speeds and volumes appropriate for each design type should be stated numerically in miles per hour and average daily traffic. There is no common understanding of what constitutes low, moderate and high speed. Recommend adding average daily traffic ranges to descriptions of design types on pages 1-12 through 1-16. Also recommend replacing reference to high, moderate and low motor vehicle speeds with design speeds range in miles per hour. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 112:** Agree. The relative terms of "low", "moderate" and "high" will be further defined as part of the system phase of the RTP update, and will be refined as part of the Regional Street Design Study.

113. Comment: Modify Goal 2, Objective 4 on page 1-11 to read: "Consider safety, right-of-way, environmental and topographic constraints, while satisfying the general intent of the regional design concepts." Safety should be a primary consideration in developing street design concepts. (City of Gresham, 5/17/96))

**TPAC Recommendation on Comment 113:** Agree. Recommend adding "safety" to Goal 2, Objective 4 on page 1-11, and to the last bullet of the local street design section on page 1-17.

114. Comment: The descriptions of Regional and Community Streets and Boulevards may raise the expectation that transit and pedestrian amenities, freight loading facilities, bicycle lanes, travel and turn lanes, on-street parking and landscaped medians can all be accommodated within the 80 to 100 foot rights-of-way commonly available for arterial streets. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 114:** Disagree. The upcoming system element of the RTP update will include Regional Street Design Study recommendations for accommodating these needs within limited rights-of-way.

115. Comment: Regional Street Design Concepts on pages 1-10 through 1-20 should: build on or reference the Functional Classification Model developed by the Joint Regional Accessway Classification Project; establish priorities between modes for each classification; identify clear and objective distinguishing characteristics for each



classification; include a better description of how conflicts between modes will be resolved. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 115:** Agree, in part. The model referenced here was a staff and work team reference in the development of the design concepts, but is more oriented toward traffic function than design. The design concepts will be further developed as part of the Regional Street Design Study, with specific design options and modal priorities proposed.

116. Comment: Increase permeable street surface and better control of surface run-off and potential soil erosion along the street. (Uchiyama, 3/30/96)

**TPAC Recommendation on Comment 116:** Agree. While the regional interest in this level of street design detail is not defined, Metro is actively involved in storm water issues. TPAC recommends adding "storm water management" to objective 4 of Goal 2 of the regional street design section on page 1-11. The role of the RTP in this area will be further defined in the system component of the RTP update.

117. Comment: Intersections should be as small as possible. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 117:** The Metro Regional Street Design Study will provide recommendations for local plans, particularly in densely developed areas where street designs must integrate various travel modes. Some street design recommendations may be included later in the RTP as standards where a regional interest exists.

118. Comment: Double turn lanes (left or right) should not be permitted. (Klotz, 3/30/96 and 5/23/96)

**TPAC Recommendation on Comment 118:** The Regional Street Design Study will provide recommendations on the appropriateness of such designs as they relate to surrounding land uses.

119. Comment: Trees should always be in the planting strip between the sidewalk and the curb. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 119:** Agree in most situations. The street design text on pages 1-10 through 1-17 includes varying degrees of pedestrian buffering in most of the design types, but the method of buffering is not limited to street trees. The Regional Street Design Study will provide recommendations on the best pedestrian buffering methods for specific urban settings.

- 120. Comment: A fifteen foot wide center median in the "streets" drawing is a waste of space. Left turn lanes are also not needed. (Klotz, 3/30/96)
- 121. Comment: "Streets" do not always need to have center medians and they do not need left turn lanes. (Klotz, 3/30/96)
- 122. Comment: "Boulevards" should not have continuous two-way left turn lanes. (Klotz, 3/30/96)

**TPAC Recommendation on Comments 120-122:** Disagree. There are many situations where local jurisdictions have used alternating landscaped medians/left turn lanes in appropriate and effective street designs. In several instances, for example, local designs have used left turn lanes on formerly four-lane streets to reduce the number of vehicle travel lanes and allow bicycle lanes or parking in the remaining space. The Regional Street Design Study will provide recommendations on the best use of medians and turn lanes in specific urban settings.

- 123. Comment: "Roads" should have sidewalks, whether "urban" or "rural" as long as they are inside of the urban growth boundary. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 123:** Agree. Regional Urban Road designs are described on page 1-15 as having sidewalks. Rural Road designs do not apply to facilities within the urban growth boundary.

- 124. Comment: Curb radii on local streets should be 10 feet or 12 feet. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 124:** This is generally a local issue. However, the Regional Street Design Study will provide recommendations for local plans, particularly in densely developed areas where street designs must integrate various travel modes.

- 125. Comment: Wheelchair ramps should be built on each corner, with their center lines parallel to the crosswalks they serve. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 125:** This is a local issue, and is best addressed in local transportation system plans. Metro supports Americans with Disabilities Act (ADA) requirements with good design to meet the spirit of the law.

- 126. Comment: "Highways" should not have continuous left turn lanes. While the lane may be perceived as a pedestrian refuge by some drivers, it is in fact a dangerous place to stand. (Klotz, 3/30/96 and 5/23/96)

**TPAC Recommendation on Comment 126:** Agree. Under the proposed RTP street design concepts, highways are generally divided by a non-auto median (e.g., landscaped) and have left turn lanes where at-grade intersections exist.

127. Comment: Why do roads need to be different from streets? (Klotz, 3/30/96)

**TPAC Recommendation on Comment 127:** Road designs serve traffic-oriented areas where little pedestrian activity occurs (such as industrial areas), and therefore warrant less pedestrian infrastructure than street designs where walking is encouraged (such as transit corridors and urban neighborhoods).

128. Comment: Address street safety issues such as blind corners and excess speed. (Frimoth, 4/6/96)

**TPAC Recommendation on Comment 128:** These are generally local issues, and best addressed in local transportation system plans.

129. Comment: Page 1-15, "Community Streets," fourth line: Should "Regional Street..." be "Community Street..."? (City of Troutdale, 5/13/96)

**TPAC Recommendation on Comment 129:** Agree. Revise as noted.

130. Comment: On page 1-11, the RTP should recognize that regional streets may have different characteristics in individual jurisdictions. For example, if Highway 43 is thought of as a "regional street," it has a different function within the West Linn and Lake Oswego city limits than it does in the Portland city limits and also serves a different function between Portland and Lake Oswego. (City of West Linn, 5/17/96)

131. Comment: In reference to the Regional Street Design Goals and Objectives described on page 1-11: It should not be Metro's role to impose a "one-size-fits-all" design upon the region. Local governments should have the flexibility to achieve the intent of 2040 while still accommodating that which makes every community unique. (City of Beaverton, 5/17/96)

132. Comment: On page 1-13, the RTP identifies community boulevards as "usually including four lanes." At the May 8 MPAC meeting, MPAC member Peggy Lynch noted that some communities, especially those identified as town centers, may want the option of having fewer than four lanes. The city of West Linn, as a proposed town center, has identified a policy in its vision document of keeping Willamette Drive (Highway 43) to no more than three lanes. RTP language should give local jurisdictions flexibility to accommodate facilities consistent with standards identified in their current policies. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comments 130-132:** Agree. The definition of "regional" and "community" reflects the traffic function of a street or boulevard as a "major" or "minor" arterial, respectively. The appropriateness of more or less than the "usual" four lanes will be based on system analysis as individual projects are developed. The classification of arterials as "major" and "minor", including Highway 43 in West Linn, will be reviewed as part of developing the motor vehicle network during the next phase of the RTP update.

133. Comment: On page 1-11, Goal 1, Objective 2, bullet 3, the term "parcel specific" may be too finite at this point. Recommend changing wording to "geographically specific" to allow some freedom later to determine the right unit of geography. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 133:** Agree. Revise as proposed.

134. Comment: On page 1-11, Goal 1, Objective 3, will they be "...standards for appropriate transition..." or "...guidelines for appropriate transition..." (Washington County, 5/17/96)

**TPAC Recommendation on Comment 134:** Agree. Replace the word "standards" with "guidelines."

135. Comment: On page 1-11, Goal 2 calls for street performance standards while the objectives all call for street designs, design guidelines and design standards. Street designs, design guidelines and design standards provide one type of means to an end and performance standards another. How does achieving the objectives necessarily achieve the goal in this case? (Washington County, 5/17/96)

**TPAC Recommendation on Comment 135:** Agree. Recommend revising goal to read "Support local ~~Develop street performance standards for implementation of regional street design...~~"

136. Comment: On page 1-11, Goal 3, Objective 1, request for clarification. What are "efficient travel speeds"? Recommend changing this to "high travel speeds." (Washington County, 5/17/96)

**TPAC Recommendation on Comment 136:** Disagree, but revise to read:

**"1. Objective: Provide for through travel on major routes that connect major regional destinations and emphasize efficient travel speeds."**

137. Comment: On page 1-11, Goal 3, Objective 2, recommend changing "...adjacent regional or community-scale..." to "...nearby regional or community-scale..." (Washington County, 5/17/96)

**TPAC Recommendation on Comment 137:** Agree. Revise as proposed.

138. Comment: On pages 1-14 and 1-15, Design Concept for Streets: the introduction to the design concept for Streets states that they are "designed with amenities that promote pedestrian and transit travel." The first sentences under both the Regional Streets and Community Streets sections, however, state that they are designed to carry (significant) vehicle traffic "...while providing for transit, bicycle and pedestrian travel." "Providing for" is different from "promoting." The objective should promote alternative modes. Thus, recommend the first sentences under Regional Streets and Community Streets be amended as follows:

1. "Regional Streets are designed to carry significant vehicle traffic while also providing for promoting transit, bicycle and pedestrian travel."
2. "Community Streets are designed to carry vehicle traffic while also providing for promoting transit, bicycle and pedestrian travel."

(Coalition for a Livable Future and 1000 Friends of Oregon, 5/23/96)

**TPAC Recommendation on Comment 138:** Disagree. The intent of the Street section is to provide a graduated level of pedestrian and transit amenities that is tied to land use and development density. Therefore, pedestrian and transit improvements in Street designs are intended to be less substantial than in Boulevard designs, while still providing for these travel alternatives.

139. Comment: Street widths are a concern as is the willingness to continue adding vehicle travel and turning lanes to the street cross-sections. Pedestrians are treated well, but a street with more than four lanes, with "additional lanes in some situations" are likely to be an unfriendly place for pedestrians. It causes you to lose the scale. Recommend the addition of more specific limits on the number of lanes in many of the street sections and descriptions. (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comment 139:** Disagree. Regional facilities, by definition, are major traffic routes. Most are currently designed with four motor vehicle travel lanes, with both smaller and larger exceptions tailored to special situations. However, the traffic function of different routes will be re-evaluated as part of updating the motor vehicle network in the next phase of the RTP update.

140. Comment: Reconsider that sidewalk buffering for "Highways" and "Urban Roads" is optional. These are often crucial links between pedestrian destinations, thus some form of buffering should be required on these streets. (Willamette Pedestrian Coalition, 5/23/96)

141. Comment: Reconsider streets descriptions as they relate to industrial areas and employment areas. For example, the "Urban Roads" description should acknowledge that job bases in these areas should be better served by transit, bicycling and walking facilities. Buffering should be included along sidewalks, and protected pedestrian street crossing, with medians, should be provided at all bus stops and entrances to larger employment generators. (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comments 140 and 141:** Disagree. These routes are not "critical links", but instead serve low-density, industrial or intermodal areas. As such, Urban Road designs include basic sidewalks and bikeways, but do have not the pedestrian emphasis of Street and Boulevard designs, which serve higher density, more transit-oriented mixed-use neighborhoods.

142. Comment: Street design standards and guidelines should be included in the RTP as they are necessary to ensure the street design concepts are implemented. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 142:** The Regional Street Design Study will assist local governments in implementing the RTP street design requirements.

143. Comment: The local street design connectivity principles on pages 1-16 and 1-17 should be incorporated into the street design standards and guidelines. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 143:** Agree. Improved guidelines for connectivity will be developed as part of the Regional Street Design Study during the next phase of the RTP update.

144. Comment: The street design standards and guidelines should address land and resource conservation and environmental protection along with function. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 144:** These issues may be incorporated into the next phase of the RTP update, when more detailed implementation strategies are developed.

145. Comment: On page 1-17, Local Street Design section: There is significant public interest in reducing street widths for safety, land use efficiency and water quality purposes, and Metro should insist on it. Also, where cul-de-sacs are allowable, direct through pedestrian and bicycle connections should be required. Recommend the following amendments on page 1-17:

1. "Where appropriate, local design codes should ~~allow~~ require narrow street designs to conserve land, calm traffic or promote connectivity; and
2. Closed street systems and cul-de-sac designs should be limited to situations where topography or development patterns prevent full street extensions, and in all cases should provide for direct through routes for pedestrians and bicycles.

(1000 Friends, 5/23/96)

146. Comment: On page 1-17, Local Street Design section, fifth and sixth bullets:

- ~~Where appropriate, local~~ design codes should ~~allow~~ require narrow street designs to conserve land, calm traffic or promote connectivity, with limited exceptions; and
- Closed street systems and cul-de-sac designs should be limited to situations where topography or development patterns prevent full street extensions, and in all case should provide for direct through routes for pedestrian and bicycles.

(Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 145 and 146:** Disagree. The first issue regarding narrow street designs is appropriately described in Chapter 1 as an option, with application of the concept tailored to local needs through local design codes. The second issue regarding connectivity is already addressed in the fourth bullet of this section (on page 1-17).

147. Comment: Clarify bullet 5 on page 1-16 under local street design to acknowledge the necessity of adequate surrounding regional connects in order to prevent local street system and neighborhoods from being overwhelmed by cut-through traffic. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 147:** Generally agree. Specific standards for local street connectivity will be studied during the next phase of the RTP update as part of the Regional Street Design Study. The "minimum" standard for connections will assume and adequate traffic network of arterials and collectors, but will be

based on a series of case studies throughout the region. The adequacy of the arterial and collector network will be evaluated during the next phase of the update, as well.

148. Comment: On page 1-18, under ATMS strategies, Intelligent Transportation System (ITS) technology could be identified as another potential strategy, particularly for regional routes. Highway 43 is one facility that could utilize this technology. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 148:** Agree. Section and glossary will be revised to note that ATMS is a subset of ITS and must be addressed as one of the 16 ISTEA planning factors.

149. Comment: On page 1-19, Goal 1, Objective 3, recommend changing objective to read "Integrate traffic calming elements into new street designs as appropriate, consistent with..." (Washington County, 5/17/96)

**TPAC Recommendation on Comment 149:** Agree. Revise as proposed.

150. Comment: On page 1-19, Arterial Signal Coordination section: As part of the first objective under TSM, the draft plan states that signal coordination on arterials should be set to minimize stop-and-go travel. Consider that signal timing to minimize traffic stops could work against pedestrians and bicyclists who are trying to cross the street. For this reason, recommend the language be amended to read:

"Arterial Signal Coordination (Such as comprehensive adjustments of signal timing to minimize stop-and-go travel, consistent with adjacent land use and the needs of non-automobile modes, and which coordinates with freeway and interchange operations."

(1000 Friends of Oregon and Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 150:** Agree in concept, but recommend the following: "consistent with adjacent land use, street design type and function, etc."

151. Comment: On page 1-18, Regional Street System Management section, traffic calming discussion, second sentence: "These "retrofit" techniques ... and ~~are rarely appropriate for use~~ have not been typically used on larger regional facilities. (Coalition for a Livable Future, 5/23/96)

**TPAC Recommendation on Comment 151:** Agree. Revise as proposed.

152. Comment: Amend page 1-19, Regional Street System Implementation section, opening paragraph: "~~While t~~The primary mission of the RTP is implementation of



the 2040 Growth Concept, including reinvestment in existing communities and their infrastructure, the plan must also address other important transportation issues that may not directly assist in implementing the growth concept. The plan must also protect the region's existing investments by placing a high priority on projects or programs that maintain or preserve existing infrastructure. The following goals and objectives reflect this priority need to integrate 2040 Growth Concept objectives with other important transportation needs or deficiencies in the development of the preferred, financially constrained and strategic RTP systems..." Reinvesting in existing communities is a key underpinning of the 2040 Growth Concept. This includes reinvestment in existing infrastructure. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 152:** Disagree. The purpose of this section is to balance 2040 implementation with equally important needs for maintenance and preservation of the system and to make safety improvements. The proposed revisions would therefore be inconsistent with these broader goals (that follow the referenced introductory text).

153. Comment: Amend pages 1-19 and 1-20, Regional Street System Implementation section, Goal 1, Objectives 1-3:
1. Objective: Place the highest priority weight on projects and programs that best serve the transportation needs of the central city, regional centers, intermodal facilities and industrial areas.
  2. Objective: Place a high priority weight on projects and programs that best serve the transportation needs of station communities, town centers, main streets and corridors.
  3. Objective: Place less priority weight on transportation projects and programs that serve the remaining components of the 2040 Growth Concept.

(Coalition for A Livable Future, 5/23/96)

154. Comment: On page 1-20, Regional Street System Implementation section, Goal 3, Objectives 1-2:
1. Objective: Place a the highest priority weight on projects and programs that address safety-related deficiencies in the region's transportation infrastructure.
  2. Objective: Place less priority weight on projects and programs that address other deficiencies in the region's transportation infrastructure.

(Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comments 153 and 154:** Disagree. The proposed revisions do not enhance the basic intent of these objectives, which is to provide broad decision-making policy for the development of regional transportation projects and programs.

155. Comment: On page 1-20, Goal 1, add new objective:

4. Objective: Emphasize projects that provide or help promote a wider range of transportation choices.

(Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 155:** Agree, but with the following modification:

4. Objective: Emphasize projects and programs that provide or help promote a wider range of transportation choices.

156. Comment: What is Multi-Modal Traveler Information Services on page 1-19. This should be further defined. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 156:** Agree. Recommend adding the following explanation:

Multi-Modal Traveler Information Services (such as broadcast radio and television; highway advisory radio; variable message signs; on-line road reports; and on-board vehicle navigation aids).

157. Comment: Amend page 1-20, Goal 2: "Emphasize the maintenance, and preservation and effective use of transportation infrastructure in the selection of the RTP projects and programs." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 157:** Agree. Revise as proposed.

158. Comment: Adopt language creating a mechanism whereby regional investment in a corridor is tied to the development of local street networks and connections. Inter-governmental agreements are needed to require that local jurisdictions complete local street networks before improvements are made to a regional facility. Too many regional facilities are failing in their primary function because they are full of local traffic. ( Bicycle Transportation Alliance, 5/17/96 and 5/23/96)

**TPAC Recommendation on Comment 158:** Disagree. Regional funds can already be used to leverage the development of local street networks and connections.

However, the proposed policy would discriminate against already developed areas where few opportunities exist to change local street connectivity.

159. Comment: Adopt a policy for recovering the full cost of transportation projects through user charges. There is a tremendous imbalance in the distribution of costs and benefits such that motor vehicles derive tremendous economic and personal benefit from decades of regional investment in roadways, yet do not pay for the tremendous costs imposed on society through air pollution, congestion, loss of productive land to roadways and parking, etc. ( Bicycle Transportation Alliance, 5/17/96 and 5/23/96)

**TPAC Recommendation on Comment 159:** Disagree. The intent of the RTP is to promote alternative modes of travel. However, there are practical limits to collecting user fees as proposed (i.e., pedestrian travel).

### **Regional Motor Vehicle System**

160. Comment: On page 1-21, Goal 1, Objective 3: Recommend modifying objective to state that the off-peak level of mobility will be higher than the peak-hour level. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 160:** Disagree. The level of service discussions occurring as part of the RTP system component will identify the appropriate "level of mobility" for both off-peak and peak hours.

161. Comment: On page 1-21, Motor Vehicle System Goals and Objectives section: Objectives under Goal 1 emphasize the need to maintain appropriate levels of mobility on principal arterials and other parts of the system during both peak and non-peak periods. However, increasing mobility is not the only objective for the region. Recommend the following changes:

1. Objective: Maintain a system of principal arterials for long distance, high speed, interstate, inter-region and intra-region travel, consistent with alternative mode objectives of surrounding land use types.
2. Objective: Maintain an appropriate level of mobility on the motor vehicle system during periods of peak demand, consistent with alternative mode objectives of surrounding land use types.
3. Objective: Maintain an appropriate level of mobility on the motor vehicle system during off-peak period demand, consistent with alternative mode objectives of surrounding land use types.

(1000 Friends of Oregon and Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 161:** Disagree. Alternative mode and land use consistency are clearly stated elsewhere in the policy section.

162. Comment: Amend Goal 1, Objective 2 on page 1-21 to read: "Maintain an appropriate level of mobility on the motor vehicle system during periods of peak demand, taking into account the levels of mobility required for other modes, including public transit, freight, bicycles and pedestrians. Need to think about mobility for all modes, not just cars. (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comment 162:** Disagree. Mobility required for other modes is discussed adequately in the public transit, freight, bicycle and pedestrian mode goals and objectives. Agree philosophically that mobility needs of all modes must be considered.

### **Level of Service Standards**

163. Comment: On page 1-20, potential changes to level of service standards are of concern to West Linn staff and staffs of small cities. If LOS standards are relaxed region-wide, smaller jurisdictions such as West Linn with RTP projects may find that those projects are no longer of the same relative priority. It would be helpful if all existing projects were grandfathered in and thus, could not be affected by LOS standards changes, or if new LOS standards were not applied in areas where the facility is not a regional street. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 163:** Disagree. The purpose of the level of service standard is to better measure the need for capacity improvements or other strategies in lieu of capacity. Therefore, the intent of the standard is to govern all improvements made to the regional system regardless of location. Furthermore, the interim federal RTP was adopted as an interim step in the development of an updated RTP. It was the full intent upon adoption that projects from previous plans would not be "grandfathered."

164. Comment: The proposed congestion measures of performance should not be incorporated into the RTP until further technical analysis has been completed and reviewed by local jurisdictions. (EMCTC, 5/14/96)

**TPAC Recommendation on Comment 164:** Agree. The level of service standard is currently proposed as part of the Urban Growth Management Functional Plan and will be refined over the next several months.

165. Comment: Revised level of service standards should be included in the RTP. The standards should be revised so that motor vehicle mobility is not the primary determinant of how well transportation system is functioning and does not limit flexibility in designing streets and land uses that support the goals of 2040. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 165:** Agree. The next phase of the RTP update will focus on developing performance measures. A regional discussion on revising level of service standards is currently underway.

### **Regional Public Transportation System**

166. Revise Goal 4, Objective 2 on page 1-28 to read: "Continue to work with local jurisdictions to make public transportation stops and walkway approaches within one-quarter mile of stops accessible." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 166:** Agree, except for distance distinction. Revise sentence to read "...to make public transportation stops and walkway approaches accessible." The distance distinction will be addressed in the system component of the RTP update.

167. On page 1-29, add a Goal 7 with objectives that address encouraging use of public transportation. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 167:** Agree. See TPAC recommendation on Comments 182 and 183 of this exhibit.

168. Comment: In terms of growth management, high speed rail in the Willamette Valley should be considered a vital concern of this region. Recommend adding a Goal 7 to the Regional Public Transportation System Goals and Objectives on page 1-29:

Goal 7: Support regional and state efforts to maintain and expand commuter and passenger rail and bus terminals and service, especially in the I-5 and I-84 corridors. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 168:** Agree somewhat. See TPAC recommendation on Comments 19 and 20 of this exhibit.

169. Comment: We need bus shelters on "highways," "roads," "boulevards" and "streets. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 169:** Agree. Additional bus shelters are included as a Transportation Demand Management strategy in Chapter 1 of the RTP. The recommendation is to include covered bus shelters in high volume transit corridors and at major stops in regional centers, town centers and main streets.

170. Comment: South/North light rail should run along existing railroad right-of-way in southeast, through the Brooklyn yards. (Mros, undated)

**TPAC Recommendation on Comment 170:** Specific alignments are being considered as part of the South/North LRT Study.

171. Comment: The city could create a feeder line out of the existing trolley line to downtown Portland. (Mros, undated)

**TPAC recommendation on Comment 171:** The South/North Study will consider this and other connections to the planned LRT line.

172. Comment: South/North light rail should stay on east side of the river. One transfer to cross river on west side line is not unreasonable. (Whitcomb, 3/30/96)

**TPAC recommendation on Comment 172:** Specific alignment issues are being considered as part of the South/North LRT Study.

173. Comment: Locating the S/N light rail on the transit mall would destroy much of the mall's benefit to the city. (Wentzien, 3/30/96)

**TPAC recommendation on Comment 173:** The proposed alignment for the S/N corridor transit study in downtown Portland is on SW 5<sup>th</sup> and SW 6<sup>th</sup> Avenues. While other streets were considered during earlier portions of the corridor study, it was determined by the city and downtown coordinating committee that the proposed corridor would support the land use plan for the downtown (which has been in effect for twenty years) and be consistent with development decisions that have been made. The mall recommendation has been endorsed by the South/North Steering Group, JPACT, the Metro Council and the Portland City Council.

174. Comment: Increase MAX speed to downtown Portland to make MAX more competitive with the automobile. (Slichter, 4/1/96)

**TPAC Recommendation on Comment 174:** Agree. Tri-Met continues efforts to increase the operating speed of MAX both outside of and within downtown through schedule adjustment and the addition of service. The Primary Transit Network (PTN) calls for higher operating speeds on LRT to downtown and to regional

centers. Policy frequencies will be established relative to the type of transit service and the land use served.

175. Comment: Increase frequency of bus service. (Ramette, 3/30/96)

176. Comment: Address personal safety issues of bus system. (Ramette, 3/30/96)

**TPAC Recommendation on Comments 175 and 176:** The first issue is addressed in the primary and secondary transit networks, which would require higher levels of bus frequencies to serve 2040 growth concept land uses. However, transit funding to meet that service will be a key element of the system component of the RTP. The second issue is already covered in transit goals that address transit safety.

177. Comment: All bus line headways should be more frequent and service should be expanded into late night hours. (Hull, 3/30/96)

**TPAC Recommendation on Comment 177:** Agree. The RTP calls for more frequent and expanded service throughout the region. The goal is to provide public transportation service to everyone within the urban area. High speed and frequent service is provided as part of the Primary Transit Network. Transit funding to meet that service will be a key element of the system component of the RTP.

178. Comment: What specific plans are there for increasing bus service? (Hull, 3/30/96)

**TPAC Recommendation on Comment 178:** The RTP defines the hierarchy of transit service to serve the 2040 growth concept land uses. Specific transit frequencies, span of service and operating speeds will be defined during system development. New concepts of rapid bus and frequent bus will be implemented. This type of bus service emulates LRT service in speed, reliability and comfort.

179. Comment: Ensure that real transit options are provided to residents other than those traveling to downtown Portland. For example, consider the inclusion of "transit hoppers," small buses which ferry riders between transit centers or major transfer points, to enhance transit options between such destinations as Lake Oswego, Tigard, Tualatin and Oregon City. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 179:** Agree. The transit goals and objectives promote transit connections to locations in the region other than downtown. Regional centers, town centers, main streets, neighborhoods, employment centers and industrial areas are included in the transit hierarchy.

180. Comment: Coordinate transit routes, schedules, and operating intervals to ease transfers and decrease waiting time. (Coalition for a Livable Future)

**TPAC Recommendation on Comments 180:** These issues relate to design of the transit systems and will be discussed as part of the system component of the RTP Update. Detailed scheduling will follow through Tri-Met's Transit Development Plan and annual service plan processes.

181. Comment: Provide a variety of transportation modes and services (e.g., light rail, commuter rail, street car, buses, vans, taxis, water taxis, jitneys, fixed route, on-demand route). (Coalition for a Livable Future)

**TPAC Recommendation on Comment 181:** The CAC recently adopted a recommendation to revise the transit system goals and objectives to add other transit options, such as commuter rail and inter-city bus service. Development of new transit services, such as water taxis and jitneys, is encouraged as public/private partnerships (See TDM Program Goals and Objectives, Goal 5, Objective 1).

182. Comment: The primary focus of transit goals and objectives should be on increasing ridership and share of regional trips. (AORTA, 3/30/96)

183. Comment: Design transit, bicycle and pedestrian facilities to safely and conveniently accommodate all people, including the very young, elderly, people with disabilities, and people without cars (e.g., wheelchair, stroller, grocery cart space; baggage areas; lighting; security). (Coalition for a Livable Future)

**TPAC Recommendation on Comments 182 and 183:** The primary focus of the transit goals and objectives is to help the region implement the 2040 growth concept and to meet regional mobility, accessibility, VMT and air quality goals. The goals and objectives provide specific direction on how to serve the 2040 growth concept land uses to achieve these broad goals. Increased transit ridership is the result of providing people an efficient alternative to the auto. Preliminary analysis of the 2040 Growth Concept showed it to be the most efficient alternative to maximize regional transportation and land use objectives. However, a system-wide objective that better frames the importance of increasing the use of alternative modes and serving special access needs is appropriate. TPAC recommends the following revision:

(insert after Objective 3 of System Goal 1, on page 1-9)



4. Objective: Provide more and better transportation choices to destinations throughout the region and serve special access needs for all people, including youth, elderly and disabled.

4. 5. Objective: Provide adequate..."

184. Comment: On pages 1-27 and 1-29, Regional Public Transportation System Goals and Objectives section: There is no goal focused on the desire to increase transit patronage over current levels. Recommend the following change:

1. Develop a public transportation system that serves 2040 Growth Concept primary land use components (central city, regional centers, industrial areas, intermodal facilities) with an appropriate level, quality and range of public transportation necessary to substantially increase transit ridership available.

(1000 Friends of Oregon and Coalition for A Livable Future, 5/23/96)

185. Comment: Amend page 1-28, Regional Public Transportation System Goals and Objectives section, Goal 2: "Develop a public transportation system to serve the 2040 Growth Concept secondary land use components (station communities, town centers, main streets, corridors) with high quality service necessary to significantly increase transit ridership." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comments 184 and 185:** Disagree. Ridership levels are important indicators of system performance and will be developed as part of system design in Chapter 4. The goals and policies in Chapter 1 are designed to serve the 2040 land uses and may focus more on accessibility and mobility rather than boarding rides per hour.

186. Comment: Consider the need to continue making transit less polluting to the regional airshed and to surrounding noise levels. To realize regional transit ridership expectations, it is necessary to replace those images with more friendly ones. Recommend the following changes on page 1-29:

**Goal 5 - Continue efforts to maintain public transportation as the safest and most environmentally friendly forms of motorized transportation in the region.**

4. Objective: Reduce the amount of air pollutants and noise generated by public transportation vehicles.

(1000 Friends of Oregon and Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 186:** Disagree. Goal 5 should remain as written in Chapter 1 with a focus on safety. TPAC does recommend that a new Goal 7 be added to address the environmental issue. The new text should read:

**"Goal 7: Continue efforts to make public transportation an environmentally friendly form of motorized transportation."**

**"1. Objective: Continue to reduce the amount of air pollutants and noise generated by public transportation vehicles."**

187. Comment: Use innovative transit technologies to provide schedules, routes, efficient transfers, and other service information to improve access to transit, particularly among underserved groups. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 187:** Agree. Recommend the addition of the following objective to Goal 6 of the transit section on page 1-29:

**3. Objective: Explore new technologies to improve the availability of schedule, route, transfer and other service information.**

188. Comment: Why is mobility not an important factor as it related to regional public transportation. The frequency and schedule of public transportation to regional activities is important if public transportation is to be encouraged and better utilized to these destinations. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 188:** Mobility is an important factor as it relates the regional transportation system. In reference to the regional public transportation system, the Primary Transit Network (PTN) identified in Chapter 1 of the RTP is defined as a "fast and frequent service," i.e. mobile.

189. Comment: On page 1-27, Regional Public Transportation Goals and Objectives: Does linkage of core service-type to 2040 land use districts alone provide adequate flexibility for service implementation? While the core service may generally be the most appropriate for the specified land uses, other variables should also guide service implementation. Therefore, the identified core service may not be appropriate in all cases. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 189:** Core service as defined in Chapter 1 represents the policy level of service that someone could expect to see serving a given land use. It represents the most efficient level of service to serve a given land use and to implement the growth concept. This is so people will not have false expectations about the type of transit service that will be available in the future. It

does represent a very broad policy base and reflects a preferred hierarchy of transit service. The system component will identify those instances when the policy network will not work or is not feasible because of other considerations. It is recognized that these other considerations can include funding, alignments, ridership levels, etc.

190. Comment: On page 1-29, Goal 5, recommend changing statement to read "...public transportation safety as the safest forms of motorized transportation in the region." It seems more appropriate to address public transportation safety as an absolute rather than relative to other forms of transportation. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 190:** Disagree. The goal is to keep public transportation as the safest form of motorized travel in the region, not public transportation safety.

191. Comment: On page 1-29, recommend adding a goal or goals to address system implementation and cost-effectiveness in order to further the proposed Systemwide Goals and Objectives. To some degree, implementation priorities are addressed in the hierarchy matrix laid out in Figure 1.1 on page 1-27. Perhaps this hierarchy and a description of its priorities could be laid out in a system implementation goal objectives statements. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 191:** Disagree. Chapter 1 provides broad policy goals and objectives. Actual implementation and cost considerations will be developed as part of the system component in Chapter 4. The hierarchy matrix on page 1-27 lays out the policy levels of service based on the primary, secondary and other land use components of the 2040 Growth Concept. As such, it does establish funding priorities that will be used in the design of the preferred, strategic and constrained transit networks.

192. Comment: Transit needs to focus on cross town travel rather than just downtown. If you don't work downtown, the bus is not an option. It takes too long to travel from suburb to suburb. (Parker, 5/23/96)

**TPAC Recommendation on Comment 192:** Agree somewhat. Cross town travel by transit is important and there is good evidence of a growing demand for this type of travel. However, cross town travel is not the main focus of transit, but rather is seen as an important and necessary supplement to existing and future service in order to fully implement the growth concept. This type of service will focus on travel between regional centers, town centers, employment areas intermodal facilities and neighborhoods.

193. Comment: Recommend change on page 1-24, Primary Transit Network, first paragraph, as follows: "The Primary Transit Network (PTN) is a long range...in the 2040 Growth Concept and ensures competitive travel time between all parts of the region via transit. The PTN consists of four major transit modes (e.g., Light Rail Transit (LRT), commuter rail, Regional Rapid Bus,...etc.) (AORTA, 5/23/96)

**TPAC Recommendation on Comment 193:** Disagree. This section defines the Primary Transit Network and its relationship to the 2040 growth concept land use components. It is not intended to include specific performance measures such as ridership and travel times. Frequency of service and operating speeds will be included as performance measures to implement the objectives in Chapter 1 for each transit mode. This work is currently under development and will be completed along with the system design element.

194. Comment: Recommend change on page 1-26, Secondary Transit Network, first paragraph, as follows: "The secondary transit network ensures convenient, direct local transit access between residential, commercial and employment areas and the nearest Regional Center. It includes streetcar transit, is comprised of secondary bus,...and park-and-ride service." It is important focus first on what we want the secondary network to accomplish and then describe some of the tools, technologies or vehicles that are available to meet these needs. (AORTA, 5/23/96)

**TPAC Recommendation on Comment 194:** Disagree. A regional center is not necessarily a destination for the secondary transit components. As stated under the definition on page 1-26, secondary bus service generally is designed to serve travel with one-trip end occurring within a 2040 secondary land use component such as employment center, town center, main street or corridor.

195. Comment: Recommend change on page 1-26, Other Transit Options, first paragraph, as follows: "Other transit options may become economically feasible should be utilized for serving certain destinations in the metropolitan areas connecting the region to other urban centers outside of the region. These include commuter rail along existing heavy rail lines, passenger rail connecting the region to other urban areas, and inter-city bus service that provide statewide access to the region's rail and air terminals." (AORTA, 5/23/96)

**TPAC Recommendation on Comment 195:** Reference to commuter and passenger rail has been included under "Other Transit Options" in Chapter 1 of the RTP. As addressed in other comments, a lot of questions need to be researched and answered before the use of commuter rail can be made a regional policy. The RTP promotes further investigation and use of commuter rail where it is shown to be economically feasible.

196. Comment: Commuter rail should be included in the PTN. Metro policy already supports continued improvements in the Cascadia Rail Passenger Corridor and its success and those of inter-city bus improvements will make important contributions to the success of the region's growth and transportation concepts. (AORTA, 5/23/96)

**TPAC Recommendation on Comment 196:** Commuter rail has been included under "Other Transit Options" in Chapter 1 of the RTP. A lot of questions need to be researched and answered before the use of commuter rail can be made a regional policy. The RTP promotes further investigation and use of commuter rail where it is shown to be economically feasible.

197. Comment: Request a more complete definition of "high-level" passenger amenities as described on page 1-25 under light rail transit. Wouldn't rest facilities, shelters and street vendors be more in line with the notion of "high-level"? (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 197:** Agree. Change third sentence to read: "A high level of passenger amenities are provided at transit stations and station communities including schedule information, ticket machines, lighting, benches, shelters, bicycle parking and commercial services."

198. Comment: Define existing or proposed "high-frequency" Regional Rapid Bus on page 1-25. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 198:** This service would be designed to operate with 10 - 15 minute service peak and off-peak. This information will be included in Chapter 4 as part of the system design component.

199. Comment: Define and give examples of "high frequency local service" and "transit preferential treatments" under Frequent Bus section on page 1-25. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 199:** These parameters are being developed and will be included in Chapter 4 as part of the system design component. Examples of "transit preferential treatments" are described on page 1-25 in the paragraph dealing with Frequent Bus.

200. Comment: Clearly define the differences between transit modes and establish goals for each mode (i.e. LRT is a different travel mode from buses). (TVEDC, 5/23/96)

**TPAC Recommendation on Comment 200:** Transit mode refers to the hierarchy of transit service types including Light Rail Transit (LRT), Regional Rapid Bus, Frequent Bus, Primary Bus, Secondary Bus, Mini-bus, etc. Each mode will serve various 2040 growth concept land use components and will operate with different frequencies and operating speeds. The operational aspects of each mode will be designed as part of the system development component and will be geared to achieve specific transit goals in Chapter 1.

## **Regional Freight System**

201. Comment: Consider revising Goal 1, Objective 1, Regional Freight System Goals and Objectives on page 1-30 to read: "Include the movement of freight when conducting multimodal transportation studies, when appropriate." Multimodal transportation studies may occur in residential areas, for example, the City's current Lake Road Area Multimodal Connections Plan, where freight routes do not exist. Therefore, freight movements may not be appropriate to be included in all multimodal studies. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 201:** Agree. However, recommend the following wording "Consider the movement of freight when conducting multimodal transportation studies, as identified in the RTP or local TSPs." The objective would only apply when a system-level study includes designated freight, mainlines, connectors or terminals or impacts a freight generation area. Those components will be updated during the system component of the RTP update and should be considered in local TSPs.

202. Comment: Define what "high quality access" means in Goal 2, Objective 1 on page 1-30: "Provide high-quality access between freight transportation corridors and the region's intermodal facilities and industrial sanctuaries." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 202:** Disagree. The principle of promoting "high quality" access is appropriate. This statement is simply a guide to development of the freight system. The IMS, when complete, will define "high quality" access based on identified performance measures and standards.

203. Comment: Define what "flexible public funding" means in Goal 3, Objective 3 on page 1-31: "Encourage efforts to provide flexible public funding for freight mobility investments." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 203:** "Flexible public funding" attempts to recognize that the best public investment in the freight system may not always

result in traditional road projects. For example, separated rail crossings may benefit both truck and rail. However, funding flexibility cannot be changed with the RTP. A full discussion as to the benefits of such flexible funding will occur during the system component of the RTP update.

204. Comment: There appear to be multiple unrelated objectives in Goal 1, Objective 4 on page 1-30. Implementation of TSM improvements to enhance efficiency of the existing infrastructure is redundant with Regional Street System Management Goal 1 on pages 1-18 and 1-19. The remainder of this objective implies that freight mobility should be given priority over all other transportation modes and land use policies. Recommend deleting Goal 1, Objective 4 on page 1-30. Replace, if desired, with an objective encouraging land use policies that promote the preservation of industrial lands. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 204:** Regarding the redundancy of TSM, agree, and recommend striking the first piece of Objective 4, "Implement TSM improvements that enhance the efficiency of the existing infrastructure." However, recommend adding a bullet to Goal 1, Objective 1 on page 1-19 that states:

- Freight Operation (such as weigh-in-motion, automated truck counts, enhanced signal timing on freight connectors)

Regarding the "priority" aspect, recommend retaining first bullet. The intent is that as density increases, public policies should be pro-active in anticipating conflicts. However, TPAC recommends changing second bullet in Goal 1, Objective 4 in Regional Freight System Goals and Objectives to read: "transportation and/or land use policies that reduce accessibility to terminal facilities or reduces the efficiency of the freight system result in lower speeds or less service on the freight network."

Note: Both terminal accessibility and system efficiency will be defined in the system component of the RTP update by using new IMS freight measures and standards.

205. Comment: On page 1-31, Goal 4, it could be added that one objective of the freight movement system would be to encourage through traffic to utilize interstate highways when possible. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 205:** Disagree. Though use of interstate routes by freight traffic may reduce safety conflicts on connector or local routes, freight movement safety issues would remain on the interstate system. Policies proposed in Goal 4 address safety issues on the interstate system.

206. Comment: Reconsider Goal 3, Regional Freight System Goals and Objectives on page 1-31. Consider policy that dedicates some investments to the exclusive use of

freight or provide preferential treatment to freight a particular congestion "choke points" that would allow freight to move more freely through intersections that are frequently clogged with automobile traffic. Recommend addition of another bullet under Goal 3, Objective 4:

- Where appropriate, consider improvements that are dedicated to freight travel only.

(1000 Friends of Oregon and Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 206:** Agree, however recommend including this new policy regarding improvements dedicated to freight travel only in Goal 1 as another technique to provide efficient, cost-effective and safe movement of freight.

207. Comment: On page 1-31, Regional Freight section, Goal 3, delete Objective 3: "3. ~~Objective: Encourage efforts to provide flexible public funding for freight mobility investments.~~" See recommendation for new Objective 6, Systemwide Goal 2 calling for flexible funding for all modes. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 207:** Disagree. As currently written, the objective is intended to encourage flexibility in funding through public and private partnerships in addition to flexible funding between modes.

## **Regional Bicycle System**

208. Comment: Revise title on page 1-32 to read: "Regional Bicycle Bikeways System." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 208:** Disagree. See TPAC recommendation for Comment 25 of this exhibit.

209. Comment: Revise Goal 4, Objective 4 on page 1-33 to read: "Identify and improve high-frequency...accident locations, as appropriate." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 209:** Disagree. All high frequency accident locations should identified and improved. Recommend further elaboration of this language in Chapter 4 of the RTP during the system component update.

Add a reference to bikes in the following sections:



210. Comment: Page 1-12, second bullet, "*Boulevards* that serve major...and emphasize transit, bicycle and pedestrian travel..." ( Bicycle Transportation Alliance, 4/29/96)
211. Comment: Page 1-12, third bullet, "*Streets* that serve transit corridors...and provide easy pedestrian, bicycle and transit travel." ( Bicycle Transportation Alliance, 4/29/96)
212. Page 1-13, "Boulevards are designed with special amenities that promote pedestrian, bicycle and transit travel..." ( Bicycle Transportation Alliance, 4/29/96)
213. Comment: Page 1-13, "As such, these facilities may benefit from access management, traffic calming...that reinforce pedestrian, bicycle and transit travel." ( Bicycle Transportation Alliance, 4/29/96)
214. Comment: Page 1-14, first sentence under Streets section, "Streets are designed with amenities that promote pedestrian, bicycle and transit travel..." ( Bicycle Transportation Alliance, 4/29/96)

**TPAC Recommendation on Comments 210-214:** Agree. Make revisions as requested. The bicycle is an important component in the region's strategy to provide a multi-modal transportation system. One way the region's quality of life can be maintained is by increased reliance on the bicycle for shorter distance trips.

215. Comment: Page 1-13, under Regional Boulevards, strike language - "These facilities have striped ~~or shared~~ bikeways." ( Bicycle Transportation Alliance, 4/29/96)

Shared bikeways are not appropriate on moderate speed, high volume facilities. ODOT design guidelines call for striped bike lanes when ADTs are above 3,000 vehicles per day. Sharing is a possible strategy when facilities are designed for or operated at low speeds (<20 mph). Therefore, strike the reference to shared bikeways unless there are clear guidelines in the RTP as to their proper use.

216. Comment: Page 1-15, under Regional Streets section, strike reference to shared bikeways for reasons stated in Comment 215, above. "These facilities have striped ~~or shared~~ bikeways." ( Bicycle Transportation Alliance, 4/29/96)
217. Comment: Page 1-15, under Community Streets section, strike reference to shared bikeways for reasons stated in Comment 215, above. "These facilities have striped ~~or shared~~ bikeways." ( Bicycle Transportation Alliance, 4/29/96)

**TPAC Recommendation on Comments 215-217:** Agree that bikeway design guidelines in the RTP should be more clear. Bikeway design, along with regional

street design, will be discussed in more specific detail in Chapter 4 in the RTP. On moderate speed, high volume facilities, bike lanes are preferred, but wide outside lanes may be the appropriate design treatment under certain conditions on some retrofit projects. Appropriate design guidelines from both the Oregon Bicycle and Pedestrian Plan and the City of Portland Bicycle Master Plan that may be incorporated into Chapter 4 of the RTP are described below.

Oregon Bicycle and Pedestrian Plan planning principles (pages 52 and 53) state that bike lanes are the appropriate urban bikeway design for arterials and major collectors. The Plan further states that on retrofit projects, where it is not physically possible to provide bike lanes due to constraints such as existing buildings or environmentally sensitive areas, a wide outside lane may be substituted.

The City of Portland Bicycle Master Plan (page A2) states that wide outside lanes may be provided on neighborhood collector and higher classifications where it is not possible to eliminate motor vehicle lanes or reduce lane widths, where topographical constraints exist, or where parking is essential to serve adjacent land uses or to improve the character of the pedestrian environment. Also, construction of a parallel bikeway within one-quarter mile is an acceptable alternative where the above constraints exist, as long as the parallel bikeway provides an equally convenient route to local destinations.

Recommend changing the wording on pages 1-13, under Regional Boulevards, and 1-15, under Regional Streets and Community Streets, to read:

"These facilities have striped bike lanes, or wide outside lanes where bike lanes are not physically possible, or are shared roadways bikeways where motor vehicle speeds are low."

218. Comment: Add more bike lanes on bridges. (Stern, 3/30/96)

**TPAC Recommendation on Comment 218:** Agree. River crossings without appropriate bicycle facilities are a barrier to bicyclists. This issue relates to design of the bicycle systems and will be discussed as part of the system component of the RTP Update.

219. Comment: Mixing motorized and non-motorized vehicles will not work. Consider designating bike zones in areas where this mode would work and seems to be prevalent. Also consider dedicated bike streets, dedicated bike hours and enforcement of traffic rules. (Moss, 3/21/96)

**TPAC MPAC and JPACT Recommendation on Comment 219:** Disagree. Bicycles are legally classified as vehicles and are ridden on most public roads in Oregon, with the exception of some freeways in the Portland metropolitan area. A key purpose of the RTP is to provide a larger range of multi-modal choices. Also, because not all bicyclists are alike, it is important that the regional bikeway network be flexible to user preference and experience. ~~To better separate modes, t~~The regional bikeway network includes a number of design treatments, including striped bike lanes, bicycle boulevards ~~and wide outside lanes.~~ ~~S~~separate bicycle/pedestrian paths (multi-use paths) that provide varying degrees of separation from motor vehicles. A bike lane is a portion of the roadway designated for preferential or exclusive use by bicyclists. Bicycle boulevards function to an extent as a bike zone by using traffic calming measures to create a through street for bicyclists while maintaining local access for automobiles. Multi-use paths constitute a layer of the regional bikeway network that is physically separated from motor vehicles and dedicated to bicycle and other non-motorized uses. However, they multi-use paths are rarely completely separate because of the need to cross intersections and driveways. ~~Dedicated bicycle streets and bicycle hours would limit accessibility.~~

In response to the idea of dedicated bike hours, the recent Bridge Pedal event allowed dedicated bike hours on many of the Willamette River bridges. The event was very successful for recreational bicycling. Dedicated bike hours or dedicated lanes on streets or bridges for utilitarian bike trip purposes is an interesting concept that could be further studied in the RTP system component update. Also, preserving older bridges, such as the Sellwood Bridge, for potential exclusive bike/pedestrian use, could be further studied in conjunction with other crossing improvements.

Agree that traffic rules should be enforced, both for motorized and non-motorized modes.

220. Comment: An increase in bike trips should not be promoted because: there is no incentive for bicyclists to obey the law, bicyclists do not have fiscal liability when they cause accidents, bicyclists do not pay for their use and upkeep of bikeways, roads or streets, bicycles are not useful when shopping, many disabilities and infirmities cannot be accommodated on a bicycle, bicycles are dangerous in rainy weather or at night, bicycles do not accommodate taking friends out or wearing certain apparel and bicycles cause congestion because they cannot keep up with the speed of traffic. (Tamura, 3/21/96)

**TPAC Recommendation on Comment 220:** Disagree. Bicycles have been shown to be a viable alternative the automobile and can capture a significant number of trips in certain areas or corridors. Bicycles are legally classified as vehicles and bicyclists

have a responsibility to obey traffic rules. Traffic rules should be enforced for bicyclists, pedestrians and motorists. Many bicyclists own cars, and pay the same fees and gas taxes of other motorists. Bicycles can be and are used for some shopping trips. There are existing examples of bicycles designed to accommodate people with disabilities. Implementation of bicycle safety, enforcement and encouragement goals and objectives in RTP Chapter 1 will provide information on bicycling in the rain and at night. The regional bikeway network includes design treatments such as bike lanes and multi-use paths which do not require the bicyclist to keep up with the speed of traffic.

221. Comment: Encouraging bicyclists and motorists to share the road safely may be hazardous to bicyclists' health as well as joggers and walkers because of the noise and air pollution created by motor vehicles. (Saunders, 4/8/96)

**TPAC Recommendation on Comment 221:** From a technical standpoint, general traffic noise does not pose a health hazard for bicyclists, pedestrians or joggers. Traffic noise is below federal standards and localized carbon monoxide violations have been eliminated in the Metro region. The latter is due to cleaner cars and the fact that people are choosing to bike, walk, carpool and use public transportation.

222. Comment: Complete well-developed networks of bicycle ways connecting all parts of communities and the region. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 222:** Agree. The RTP system component will focus on bicycle and pedestrian connections of regional interest. Local TSPs will include the regional systems as well as bicycle and pedestrian connections to local destinations, such as grade schools and parks.

223. Comment: Provide bicycle access to all schools. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 223:** The RTP focuses on bicycle and pedestrian connections of regional interest. Local TSPs will include the regional systems as well as bicycle and pedestrian connections to local destinations, such as grade schools and parks.

224. Comment: Safety should be considered above all else as increased bicycle trips are encouraged, even if it means installing low barriers similar to (but higher than) those installed along the south side of Farmington Road in Aloha. Bikes and autos should be separated for safety. (Kinze, 3/24/96)

**TPAC Recommendation on Comment 224:** Agree that safety is important, along with encouraging more bicycle trips and providing a continuous bikeway network.

Disagree that bikes and autos should be separated, because complete separation is not feasible. The regional bikeway network includes a mix of shared roadways on streets with low speeds or low traffic volumes, bike lanes that designate a portion of the roadway for preferential use by bicyclists, and multi-use paths that are separated from motor vehicle traffic by an open space or barrier. Multi-use paths are also used by pedestrians, joggers and skaters. Multi-use paths are only completely separate for short distances because of the need to cross intersections and driveways.

The example of low barriers (also known as extruded curbs) along the south side of Farmington Road in the Aloha area has proven to be a poor design practice, because either the motor vehicle or the bicycle may hit the curb and lose control, with the motor vehicle crossing onto the bikeway or the cyclist falling onto the roadway. Rumble strips to alert motorists when they are wandering off the travel lane are an alternative to extruded curbs. Another design concept is raised bike lanes, which incorporate the convenience of riding on the street with the psychological separation of a barrier.

225. Comment: On page 1-32, Goal 1, one objective could be added that would provide for connectivity between major activity centers. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 225:** Disagree. Goal 2, Objective 1 addresses connectivity between activity centers as identified in the 2040 Growth Concept.

226. Comment: On page 1-32, Goal 2, one objective could be to encourage and facilitate the use of bicycles as a viable and practical commute mode. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 226:** Disagree. Goal 2, Objective 2, "Promote increased bicycle use for all travel purposes," addresses this comment.

227. Comment: On page 1-33, Goal 4, add an objective that all bicycle lanes and bicycle routes be appropriately signed and marked so as to give the bicyclist a sense of comfort when using these facilities. (City of West Linn, 5/17/96)

**TPAC Recommendation on Comment 227:** Disagree. Goal 3, Objective 2, "Ensure that jurisdictions implement bikeways in accordance with established design standards," addresses this comment.

228. Comment: On page 1-32, Goal 4, Objective 3, recommend an absolute reduction of accidents should not be the desired outcome. The number of accidents might be normalized (e.g., accidents per mile, per trip, etc.) to achieve relative improvement. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 228:** Agree. At the May 7th CAC meeting, this objective was edited to read: "Reduce the rate number of bicycle accidents in the region."

229. Comment: There should be bicycle taxes for bicycle uses, bicyclists should be required to be licensed and insured and there should be enforcement of bicyclists who do not follow traffic rules. (Parker, 5/23/96)

**TPAC Recommendation on Comment 229:** Disagree. Chapter 1 of the RTP is not the appropriate forum for assessing fees. This issue may be included as part of the next phase of the RTP update, when system finance is addressed.

230. Comment: Bike routes should be placed on parallel streets not arterials. (Parker, 5/23/96)

**TPAC Recommendation on Comment 230:** Disagree. Bicycles are legally classified as vehicles and are ridden on most public roads in Oregon, with the exception of some freeways in the Portland metropolitan area. Routing bicyclists away from arterial streets will be addressed in the regional street design study.

231. Comment: Recommend further consideration of the potential conflict between requiring bike lanes and diminishing the pedestrian environment. Required bike lanes either necessitate street widening or the elimination of on-street parking, which are inconsistent in many locations with the need to preserve on-street parking or maintain narrow streets to foster a safe, convenient and pleasant pedestrian environment. (Whitlow, 5/23/96)

**TPAC Recommendation on Comment 231:** Agree. Further consideration of bikeway design, along with regional street design, will be discussed in more specific detail in Chapter 4. Balancing bicycle mode needs with pedestrian and on-street parking needs will be a challenging task.

232. Comment: Add an Objective 5 to Goal 2 of the Regional Bicycle System on page 1-32:

5. Objective: Encourage mass transit authority to ensure adequate bicycle carrying capacity on all bus and LRT routes and during all hours of operation.

(City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 232:** Disagree. This change is not necessary, because work is currently in progress at Tri-Met to expand bike-on-transit carrying

capacity. The addition of Westside MAX will add more light rail vehicles to the system. As peak-hour over-crowding diminishes, the peak direction restriction on carrying bikes may be reduced. Current carrying capacity on all buses is two bikes during all hours of operation. With new low-floor buses it may be possible to allow bikes inside the bus. Also, Tri-Met is upgrading to a "sports work" bike rack on buses that is simpler to use.

## **Regional Pedestrian Program**

233. Comment: In reference to the title, "Regional Pedestrian Program," on page 1-33: Request clarification on why is this a program and not a plan or a system? (City of Milwaukie, 4/19/96)

234. Comment: Recommend changing "Pedestrian Program" to "Pedestrian System." The pedestrian network is a system, not just a program to be applied in selected places. (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comments 233 and 234:** Agree. Revise to read "Pedestrian Program System".

235. Comment: Replace pedestrian with walkway in first sentence of first paragraph and last sentence of second paragraph on Page 1-33. See adopted Oregon Bicycle and Pedestrian Plan for terminology. (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 235:** Disagree. The pedestrian system is comprised of more than just walkways. The pedestrian system also includes such amenities as street lighting, curb extensions, benches, landscaping and street crossings.

236. Comment: Revise Goal 1, Objective 2 on page 1-34 to read: "Improve pedestrian walkway networks serving those transit centers, stations and stops with high frequency transit service." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 236:** Agree. Make revisions as requested.

237. Comment: On page 1-34, Pedestrian Program section, Goal 1, Objective 2: "Improve pedestrian networks serving those transit centers, stations and stops with high frequency transit service." (Coalition for A Livable Future, 5/23/96)

238. Comment: Amend page 1-34, Regional Pedestrian Program section, Goal 2, Objective 1: "Complete pedestrian facilities ... and to the region's primary transit network." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comments 237 and 238:** Agree. Make revisions as requested.

239. Comment: Build new pedestrian and bicycle bridge north of Broadway Bridge.  
(Lent, 3/30/96)

**TPAC Recommendation on Comment 239:** A county-sponsored bridge study recommended improving existing bridges. The system component phase of the RTP update will evaluate other system gaps.

240. Comment: Beeping pedestrian signals are needed at intersections to allow the blind to cross the street safely. (Edwards, 3/21/96)

**TPAC Recommendation on Comment 240:** This sort of specialized crossing equipment is best implemented at the local level as they usually apply to special local situations. This comment will be forwarded to the local jurisdictions.

241. Comment: Curbs need to be fixed so people in wheelchairs can get around.  
(Edwards, 3/21/96)

**TPAC Recommendation on Comment 241:** Agree. The need for installation of curb ramps is identified in Goal 2, Objective 1 of the Pedestrian element. Also, Goal 4 of the transit policies addresses accessibility for the disabled. Curb ramps are appropriate in every sidewalk design and a significant region-wide need exists to retrofit existing sidewalks to this basic standard. For this reason, curb ramps have been identified as a regional issue.

242. Comment: Pedestrian improvements are needed, particularly crosswalks to allow people to access bus stops safely. (Enroth, 3/25/96)

**TPAC Recommendation on Comment 242:** Agree. Goal 1 of the Pedestrian element identifies this need as well as several sections of the street design concepts.

243. Comment: Complete well-developed networks of pedestrian ways connecting all parts of communities and the region. (Coalition for a Livable Future)

244. Comment: Provide pedestrian access to all schools. (Coalition for a Livable Future)

**TPAC Recommendation on Comments 243-244:** The RTP focuses on bicycle and pedestrian connections of regional interest. Local TSPs will include the regional



systems as well as bicycle and pedestrian connections to local destinations, such as grade schools and parks:

245. Comment: Recommend moving Goal 4, Regional Pedestrian Program, on page 1-34 to the Motor Vehicle system Goals and Objectives. It should not be incumbent upon the pedestrian program to "encourage motorists, bicyclists and pedestrians to share the road safely." It will be the education of motorists that will have the greatest impact, not only on pedestrian fatalities and injuries, but on making pedestrians feel they can safely step out to cross the road. (Willamette Pedestrian Coalition, 5/23/96)

**TPAC Recommendation on Comment 245:** Disagree. The concept of "sharing the road" is repeated in most of the modal sections in Chapter 1.

246. Comment: What is the purpose of landscaping and wide planting strips that create a buffer for pedestrians between the curb and the sidewalk? The most pedestrian friendly environment in the region (downtown Portland) does not have these improvements. Why add these costs throughout the region when experience indicates that they are not necessary for creating pedestrian friendly environments? (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 246:** The existence of a planting or landscaping strip between the curb and sidewalk greatly enhances the pedestrian environment. For example, the planting strip helps buffer pedestrians from moving traffic, provides space for street trees and other landscaping (to make the street space more aesthetically pleasing), and provides a place to put sign posts, utility and signal poles, etc., where they will not interfere with pedestrian movement. A planting strip also allows sidewalks crossing a driveway to be kept at a constant side-slope, making it easier for those in wheelchairs to move down the sidewalk. In built-up commercial areas oriented to the street, such as downtown Portland, the extra width of the sidewalk performs these same functions while allowing for unobstructed pedestrian movement. Transit stops and station platforms and commercial streets with on-street parking also need hard surfaced areas at the curb where people will be entering and exiting transit vehicles and automobiles. ODOT's 1995 *Bicycle and Pedestrian Plan* encourages the use of planting strips in street design and contains more information on their benefits and suggested design.

247. Comment: Assumptions that underlie the demand for bicycle and pedestrian infrastructure should be clarified. For example, is there data to support the assumption that if the region builds infrastructure, usage will increase significantly. (TVEDC, 5/23/96)

**TPAC Recommendation on Comment 247:** Agree. TPAC has recommended new language which clarifies the assumptions underlying the demand and need for bicycle infrastructure on a regional basis. The new language includes a recognition that additional research is needed to determine (1) how bicycle travel can help implement the 2040 growth concept and (2) which aspects of the bicycle system are regional in nature. (See TPAC recommendation on Comment 24.)

248. Comment: How do we get from bike/pedestrian mode levels of today to what is envisioned? (TVEDC, 5/23/96)

**TPAC Recommendation on Comment 248:** The regional bicycle and pedestrian systems are an important component in the region's strategy to provide a multi-modal transportation system. The implementation of the regional bicycle and pedestrian plan elements of the RTP will provide for consistently designed, safe and convenient routes for bicycle and pedestrian travel throughout the region, and will encourage motorists, pedestrians and bicyclists to share the road safely. However, while Chapter 1 sets a vision for how the bicycle system will function, it does not set specific "targets" for mode shares. These targets will be developed as part of the system component of the RTP.

### **Transportation Demand Management (TDM) Program**

249. Revise Goal 1, Objective 2 on page 1-36 to read: "Develop and encourage local access to Tri-Met's regional carpool matching database." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 249:** Agree. Make revision as requested.

250. Revise Goal 4, Objective 2 on page 1-37 to read: "Provide TDM materials that outline available regional programs and services to the public and to all local jurisdictions in the region." (City of Milwaukie, 4/19/96)

**TPAC Recommendation on Comment 250:** Agree. Make revision as requested, except eliminate the word "all." Some local jurisdictions will be the providers of this information, not just Metro and Tri-Met.

251. Comment: If ATMS involves congestion pricing, carefully study the impact of such a program on low-income individuals and families who may be severely impacted. (Weaver, 4/12/96)

**TPAC Recommendation on Comment 251:** ATMS does not involve congestion pricing. However, over the next two years, Metro will conduct a two-phase pre-

project congestion pricing study, which may include strategies, including a demonstration project, for adoption in the RTP. The overall goals of the pre-project study are to: (1) develop a process for gaining public and political understanding of congestion pricing; (2) provide for a comprehensive evaluation of congestion pricing alternatives to determine costs and benefits; and (3) design appropriate measures to mitigate any unintended socioeconomic and/or environmental impacts that arise, including negative impacts on neighborhoods and businesses, and economic impacts on lower income drivers.

252. Comment: Congestion pricing should be implemented. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 252:** Although congestion pricing has been recommended by transportation economists for many years, it has not been used extensively enough on public roads anywhere in the world to answer questions as to its technical and political feasibility for reducing congestion. As noted, Metro will conduct a two-year pre-project congestion pricing study to help answer these important questions.

253. Comment: Toll roads and other user fees should go toward all impact costs, current and future, of operating a motor vehicle. (Duell, 3/21/96)

254. Comment: The only place that should be able to charge a toll would be downtown. The charge should be based on the number tires on a vehicle. (Parker, 5/23/96)

**TPAC Recommendation on Comment 253 and 254:** The concept of charging drivers their true cost of driving will be studied in conjunction with Metro's two-year pre-project study of congestion pricing. This study will identify how and where charges should be used if it is determined they are feasible in the Portland region. (See Comments 186 and 187.)

255. Comment: Increase tax on gasoline to discourage driving and encourage use of public transportation. (Uchiyama, 3/30/96)

**TPAC Recommendation on Comment 255:** Past Metro analyses of price elasticity of gasoline have estimated that the gas tax would have to be raised by approximately \$4 to significantly discourage driving (a reduction of approximately 12%). The region is more inclined to first examine congestion pricing together with improvements to and incentives for use of alternative modes.

256. Comment: The Regional Transportation Plan includes nothing about economics and who should pay for changes. System development and permit charges for buildings

should cover the net costs of their construction and future use, including traffic and pollution generated and the need for more schools. (Duell, 3/21/96)

**TPAC Recommendation on Comment 256:** All reference to financial impacts and cost of the transportation system will be included in Chapter 7 of the RTP as part of the system component of the RTP update. Metro's intent is to have that discussion with the public and decision-makers.

257. Comment: Discourage subsidies that favor auto over other forms of transportation (e.g., parking allowances without equivalent subsidies for transit, walking, bicycling). (Coalition for a Livable Future)

**TPAC Recommendation on Comment 257:** The CAC discussed the issue of automobile subsidies and recommended the following language in Goal 2, Objective 2 of the TDM Program Goals and Objectives: "Support efforts to provide maximum allowable tax benefits and subsidies to users of alternative modes of transportation."

258. Comment: Provide incentives for development and use of innovative materials - and energy efficient transportation systems (e.g., alternative fuels and electric buses and fleets, energy efficient and light weight vehicles). (Coalition for a Livable Future)

**TPAC Recommendation on Comment 258:** Agree. During the system component of the RTP Update process, the TDM Program will identify options and strategies for increased use of alternative fuel and energy efficient vehicles.

259. Comment: On page 1-36, Goal 3: Providing incentives to help achieve 2040 goals is a good idea. However, it seems appropriate to focus mostly on transportation-related incentives in the RTP. Things like density bonuses and design guidelines might be better placed in the RFP. (Washington County, 5/17/96)

**TPAC Recommendation on Comment 259:** Disagree. This particular goal and three objectives were discussed at lengths by the TDM subcommittee. The subcommittee agreed that it is important to include incentives that will help change travel behavior and that help implement the 2040 growth concept and comply with specific elements of the Transportation Planning Rule. The TDM element of Chapter 1 seemed to be an appropriate place to include some design incentives to promote more compact development, reduce trip lengths and promote alternative modes.

260. Comment: On page 1-37, Goal 3, Objective 2: Replace "...reduce the average..." with "...provide lower than average..." (Washington County, 5/17/96)

**TPAC Recommendation on Comment 260:** Agree. Make revisions as requested.

261. Comment: Reminder that LCD will later this year re-evaluate the continued utilization of VMTs as a standard in achieving reduced reliance on the automobile and the TPR requirements for a reduction in the number of parking spaces per capita. Related Chapter 1 policy should be weighed accordingly. (Whitlow, 5/23/96)

**TPAC Recommendation on Comment 261:** Agree. Policies have been written in a broad sense to be flexible if changes like this occur.

262. Comment: Amend page 1-35, Demand Management Program section, last paragraph, first sentence: "The following describes the region's TDM program goals, and objectives and performance measures." (This draft did not include the performance measures.) (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 262:** Agree. Delete "and performance measures" from page 1-35. Performance measures will be developed in conjunction with the system design component.

263. Comment: Amend page 1-36, TDM Goals and Objectives, first paragraph: "The function of TDM support programs are to...non-SOV modes, and (4) reduce the need and demand to travel." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 263:** Agree. Eliminate the word and just prior to (3) and add a fourth reason to read: and (4) reduce travel demand.

264. Comment: Amend page 1-36, Goal 2, Objective 2: "Support efforts to provide maximum...alternative modes of transportation and to reduce subsidies for auto use." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 264:** Disagree. Objective 2 is intended to provide benefits and subsidies as incentives to use alternative modes. Reducing auto subsidies is covered under objective 1 and objective 3.

265. Comment: Amend page 1-36, Goal 2, Objective 3: "Conduct further study of market-based strategies...increase alternative mode shares and to reduce VMT, and encourage more efficient use of resources." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 265:** Agree. Change Objective 3 to read: "Conduct further study of market-based strategies such as parking pricing, congestion pricing and parking-cash out as measures to promote more compact land

use development, increase alternative modes shares, reduce VMT and encourage more efficient use of resources.

266. Comment: Amend page 1-36, Goal 2, Objective 4: "Investigate the use of HOV lanes and other traffic management measures to reduce roadway congestion, and to reduce impacts of congestion on transit operations." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 266:** Disagree. The objective as written encompasses the same idea. Any time congestion is reduced on roadways, transit benefits because buses use the same roads.

267. Comment: On page 1-36, Goal 2, add new objective 5: 5. Objective: Ensure measures adopted are equitable and incorporate adjustments to ensure all residents can meet their basic transportation needs. (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 267:** Disagree. Goal 2 is designed to meet the TPR requirements for VMT and parking per capita reduction goals, not ensure basic transportation needs are met.

268. Comment: Amend page 1-37, Goal 5: "Implement TDM support programs to reduce the need and the demand to travel and to make it more convenient for people to use alternative modes for all trips throughout the region." (Coalition for A Livable Future, 5/23/96)

**TPAC Recommendation on Comment 268:** Agree. Change Goal 5 to read: "Implement TDM support programs to reduce the need to travel, and to make it more convenient for people to use alternative modes for all trips throughout the region."

269. Comment: Define the term "parking cash-out" as used in TDM Goal 2, Objective 3 on page 1-36 and explain how the measures described in that objective promote "compact land use." (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 269:** "Parking cash-out" refers to a strategy where the market value of a parking space is offered to an employee by the employer. The employee can either spend the money for the parking space, or pocket it and then use an alternative mode to travel to work. Measures such as parking-cash out, congestion pricing and parking pricing provide disincentives for commuting by single-occupant auto and instead, promote travel by alternative modes. In some cases, people may move closer to work to reduce commuting costs,

thus reducing trip length, increasing densities and improving the jobs-housing balance.

270. Comment: Define "HOV" as used in TDM Goal 2, Objective 4, on page 1-36. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 270:** The term "HOV" is an acronym for "high occupancy vehicle." It refers to vehicles that are carrying two or more persons. In practice, only vehicles with two or three or more persons would be able to use a designated "HOV" lane to travel.

271. Comment: Explain "density bonus" as used on page 1-37, TDM Goal 3, Objective 1. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 271:** As used in Goal 3, Objective 1, "density bonus" refers to allowing developers to build at higher densities than stated in the local zoning code. This more compact development would be promoted in key 2040 land use components such as central city, regional centers, town centers and station communities.

272. Comment: Consider changing the word "telecommute" to "telecommuting" in TDM Goal 5, Objective 5 on page 1-37. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 272:** Agree. Make revision as requested.

273. Comment: Amend TDM Goal 6, Objective 1 on page 1-37 to read "Encourage Expand Tri-Met's to expand their public outreach and education program." Metro does not have the jurisdiction to expand Tri-Met's programs. (City of Beaverton, 5/17/96)

**TPAC Recommendation on Comment 273:** The CAC recommended deleting this objective in their May 23, 1996 CAC Addendum to Chapter 1 revisions because the objective duplicates the public involvement policies already in place. TPAC agrees with their recommendation.

### **Parking Management Program**

274. Comment: A draft Goal section was discussed at April 25 TPAC, with agreement to add an additional goal. Add a goal to the Parking Management section on page 1-38:

Goal 1: Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers and main streets to support 2040/Framework Plan goals and the related goals of this section.

1. Objective: Support local adoption of public parking management plans within the central city, regional centers, town centers and main streets. (City of Gresham, 5/17/96)

**TPAC Recommendation on Comment 274:** Agree if the word "employment centers" is included in the goal and objective after the word "main streets."

275. Comment: On-street parking should be provided for all collectors and arterials, roads, boulevards and streets. (Klotz, 3/30/96)

**TPAC Recommendation on Comment 275:** Disagree. While regional parking policies included in Phase I of the Regional Framework Plan support on-street parking in areas planned for increased densities (e.g., regional centers, town centers and main streets), some right-of-way limitations exist where on-street parking cannot be provided. Further, some designs, such as roads are not appropriate for on-street parking. The regional street design map, to be developed as part of the RTP system component, will identify streets most appropriate for on-street parking.

276. Comment: Where do churches fit in with respect to the parking policies currently being developed by Metro? (Funk, 3/22/96)

**TPAC Recommendation on Comment 276:** Regional parking policies currently being considered in Phase 2 of Metro's Regional Framework Plan will require local governments to meet the following minimum standards with regard to churches in the region:

- require no more than 0.5 parking spaces per spaces/seats in the church;
- establish a parking maximum at ratios no greater than 0.6 parking spaces per spaces/seat in the church located in Zone A and 0.8 parking spaces per spaces/ seat in churches in the rest of the region.

Zone A refers to areas with good pedestrian access to commercial or employment areas (within 1/3 mile walk) from adjacent residential areas. For all areas outside of Zone A, Zone B parking ratios apply.

277. Comment: Parking standards should be designed to provide adequate parking for 80% of the shoppers, rather than 80% of the time. This could be addressed using parking garages. (Linn, 3/30/96)



**TPAC Recommendations on Comment 277:** Parking standards for retail are currently designed to accommodate 85 percent of the shoppers plus an additional 5 to 10 percent. The draft framework plan's parking ratios are designed to eliminate the peak period parking demand excess. Regional parking policies included in Phase I of the draft framework plan support the idea of parking garages/structures where economically feasible. Less land is consumed for a given amount of parking. Parking policies that promote more compact development such as shared parking and preferential parking are being promoted in the RTP.

278. Comment: Less parking is needed in areas served by Tri-met. (Edwards, 3/21/96)

**TPAC Recommendation on Comment 278:** Agree. The regional parking policy included in Phase I of the Regional Framework Plan states, "In areas where transit is provided or other non-auto modes (walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos."

279. Comment: Recommend an inverse price structure for parking in Fareless Square. (Parker, 5/23/96)

**TPAC Recommendation on Comment 279:** Disagree. The current price structure for downtown has been a positive force in shaping travel demand to the downtown and for increasing the use of alternative modes and transit. Reduced parking fees would tend to lessen transit ridership and just promote more auto travel. This is not what we want.

## **Land Use Issues**

280. Comment: Require commercial/retail/office buildings, etc. to have lush landscaping. (Clark, 4/3/96).

**TPAC Recommendation on Comment 280:** Landscape requirements are addressed in local zoning codes.

281. Comment: Do not restrict superstores in industrial areas, rather put them in the most efficient location. (Linn, 3/30/96)

**TPAC Recommendation on Comment 281:** The issue of retail superstores will be addressed in local comprehensive plans and zoning maps, which will be updated over the next few years to meet consistency requirements with Metro's framework plan when adopted. The draft Urban Growth Management Functional Plan

prohibits "big box" retail in industrial areas and allows local jurisdictions to identify employment areas that are not appropriate for this type of retail. These policies reflect the need to (1) preserve industrial land for industrial uses, (2) direct commercial activity to regional and town centers, and (3) reduce vehicle miles traveled by locating shopping opportunities closer to where people live.

### **Local Issues**

282. Comment: Unimproved side streets in SE Portland need attention. (Frimoth, 4/6/96)

**TPAC Recommendation on Comment 282:** This issue is within the jurisdiction of the City of Portland, and will be referred to them for their consideration.

283. Comment: Schools should be located near green space areas so they can share parking facilities. (Hocker, 4/4/96)

**TPAC Recommendation on Comment 283:** This issue is within the jurisdiction of the City of Tigard, and will be referred to them for their consideration.

### **Other Issues To Be Address in the System Component of RTP Update**

284. Comment: No Sunrise Corridor. (Lent, 3/30/96)

**TPAC Recommendation on Comment 284:** Proposed projects will be addressed during the System Component phase of the Regional Transportation Plan update.

285. Comment: Consider plans for improving the location of rural roads in the Tualatin Valley. (Hostetter, 4/4/96)

**TPAC Recommendation on Comment 285:** The regional policy in rural reserves is to protect rural activities by mitigating the impacts of adjacent urban activities, including discouraging urban traffic on rural roads. This comment will be addressed during the System Component phase of the Regional Transportation Plan update.

286. Comment: Consider planning for the location of a future four or six-lane highway connecting Tigard and Sherwood to Hillsboro and the Sunset Highway. (Hostetter, 4/4/96)

**TPAC Recommendation on Comment 286:** The Western Bypass Study concluded that a four-lane express type facility is warranted between Tualatin and Sherwood, along with other arterial improvements in south-central Washington County. The study also recognized the need for an additional lane in each direction on Highway 217. A new road from Sherwood to Hillsboro was not recommended.

287. Comment: Without major freeway improvements to Highway 217, I-5/217 Interchange and the western bypass, well connected roads and a funded transit system, Washington County cannot accommodate the population growth projected by Metro. (Johnson, 4/4/96)

**TPAC Recommendation on Comment 287:** This comment will be addressed during the System Component phase of the Regional Transportation Plan update.

288. Comment: Never widen roads or build new freeways. New capacity must only be offered through public transit. New development needs to minimize paved auto access routes. (Cole, 3/30/96)

**TPAC Recommendation on Comment 288:** This comment will be addressed during the System Component phase of the Regional Transportation Plan update.

289. Comment: Close the Sellwood and Hawthorne Bridges to vehicles (just for pedestrians and bicycles) and build new vehicle bridges. (Lent, 3/30/96)

**TPAC Recommendation on Comment 289:** This comment will be addressed during the System Component phase of the Regional Transportation Plan update.

290. Comment: Alternate (parallel) route on Wiegnot instead of Sandy from 99<sup>th</sup> to 115<sup>th</sup> in the Parkrose district. (Paproke, 4/1/96)

**TPAC Recommendation on Comment 290:** This comment will be addressed during the System Component phase of the Regional Transportation Plan update.

291. Comment: Use public transportation investments to leverage private sector investments that support the Region 2040 urban growth concept. (Coalition for a Livable Future)

292. Comment: Encourage cooperative partnerships among transportation agencies, community organizations, and businesses to take advantage of the economic development potential in transportation investments. (Coalition for a Livable Future)

**TPAC Recommendation on Comments 291 and 292:** The vision statement on page 1-2 states this intent. Implementation of this intent will be addressed during the system component of the RTP Update process.

293. Comment: Make transportation funding flexible and available to all transportation modes. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 293:** State funding issues are being addressed in conjunction with the Governor's Transportation Initiative. Other funding issues will be addressed during the system component of the RTP Update process.

294. Comment: Evaluate all transportation investments based on full life cycle costs and benefits, including lifetime maintenance, repairs, and operations; and social, cultural, community health, and environmental impacts. (Coalition for a Livable Future)

295. Comment: Develop project selection criteria to ensure that the transportation projects which are funded answer transportation needs, are cost-effective based on full costs, use resources efficiently and advance the well-being of the communities affected. (Coalition for a Livable Future)

296. Comment: Adopt transportation system performance measures that reflect the full range of transportation goals, and use them to evaluate and improve transportation systems and projects. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 294-296:** Disagree. Attempting to measure broad policy goals in terms of cost and benefits is beyond the current state-of-the-art. However, the 2040 Growth Concept is an attempt to balance land use and transportation benefits, and serves as the primary policy guide for the RTP. Metro is also working with ODOT on improved cost-benefit calculations and a congestion pricing analysis that will attempt to define the true cost of driving.

297. Comment: Finance road systems with user fees that reflect actual costs, with adjustments to ensure all residents can meet their basic transportation needs. (Coalition for a Livable Future)

**TPAC Recommendation on Comment 297:** Funding issues will be addressed during the system component of the RTP Update process.

298. Comment: Freight on I-5 should be routed around Portland. It was a mistake to build the interstate through the city, causing interurban traffic to compete with local. (Patterson, 4/11/96)

**TPAC Recommendation on Comment 298:** Through freight truck traffic is encouraged to use I-205. Discussions with trucking firms indicates that almost all drivers avoid I-5 if they can during rush hours and most try to avoid it at all times of the day. However, I-5 serves as a direct access to much of the region's industrial land and to most marine, rail and intermodal terminals. As a result, it will always carry significant freight volumes.

299. Comment: Recommend light rail either along Barbur Boulevard from Portland or from Lake Oswego, through Tigard along Route 217 to connect with the west-side light rail in Beaverton (or both). (Patterson, 4/11/96)

**TPAC Recommendation on Comment 299:** A light rail extension connecting downtown Portland with Tigard via Barbur Boulevard or Highway 217 is one of four "potential" long-term extensions under consideration in the current RTP. The phasing of proposed extensions will be addressed in Chapter 4 during the system component phase of the RTP update.

300. Comment: Include motorcycles and mopeds in projects that are more likely to receive funding due to their efficiency (i.e., park-and-ride facilities, parking structures, regional and town centers, corridors and central city plans). (Rayburn-Hieronimus, 5/13/96)

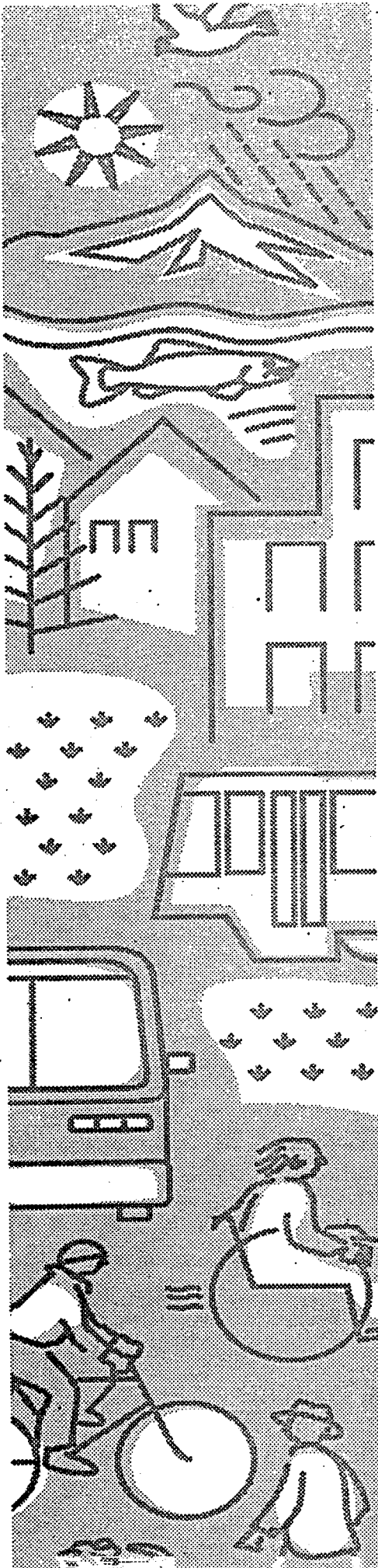
**TPAC Recommendation on Comment 300:** Funding issues will be addressed during the system component of the RTP update process.

301. Comment: Some bike lane retrofits are too narrow. (Reynolds, 4/1/96)

**TPAC Recommendation on Comment 301:** As identified in the Oregon Bicycle and Pedestrian Plan, preferred bike lane widths are 5 to 6 feet. Minimum bike lane widths are: 5 feet against a curb or adjacent to a parking lane or 4 feet on uncurbed shoulders or when physical constraints exist. The appropriateness of these standards will be considered as part of the system component of the RTP update.

***EXHIBIT D***

**Engrossed Version of Chapter 1  
with Revisions Recommended by  
Metro Council Transportation Committee**



**Metro Council Transportation Planning Committee  
Recommendations:**  
Engrossed Version  
of Chapter 1

# Regional Transportation Plan Update

July 16, 1996

(includes amendments recommended by TPAC, MPAC, JPACT and the  
Metro Council Transportation Planning Committee)



**METRO**



**METRO**

## **Chapter 1 Acronyms**

<b>ADA</b>	Americans with Disabilities Act
<b>ATMS</b>	Advanced Traffic Management System
<b>CBD</b>	Central Business District
<b>FHWA</b>	Federal Highway Administration
<b>FTA</b>	Federal Transit Administration (formerly UMTA)
<b>FY</b>	Fiscal Year
<b>HCT</b>	High Capacity Transit
<b>HOV</b>	High-Occupancy Vehicle
<b>ISTEA</b>	Intermodal Surface Transportation Efficiency Act of 1991 (Federal)
<b>JPACT</b>	Joint Policy Advisory Committee on Transportation (Regional)
<b>LCDC</b>	Land Conservation and Development Commission (State)
<b>LRT</b>	Light Rail Transit (MAX)
<b>MCCI</b>	Metro Council for Citizen Involvement
<b>MPAC</b>	Metro Policy Advisory Committee
<b>MPO</b>	Metropolitan Planning Organization (Metro)
<b>MTIP</b>	Metropolitan Transportation Improvement Program
<b>NHS</b>	National Highway System
<b>OAR</b>	Oregon Administrative Rules
<b>ODOT</b>	Oregon Department of Transportation (State)
<b>ORS</b>	Oregon Revised Statutes
<b>R.O.W.</b>	Right of Way
<b>RTP</b>	Regional Transportation Plan (Metro)
<b>RUGGO</b>	Regional Urban Growth Goals and Objectives
<b>SOV</b>	Single-Occupancy Vehicle
<b>TPAC</b>	Transportation Policy Alternatives Committee (Regional)
<b>TPR</b>	Transportation Planning Rule (State)
<b>Tri-Met</b>	Tri-County Metropolitan Transportation District
<b>TSM</b>	Transportation System Management
<b>UGB</b>	Urban Growth Boundary
<b>USDOT</b>	U.S. Department of Transportation
<b>VMT</b>	Vehicle Miles Traveled





**METRO**

**Chapter 1**  
**Regional Transportation Policy**  
for the Portland Metropolitan Region

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ACRONYMS

## CHAPTER 1

# Regional Transportation Policy

### A. Context of the Regional Transportation Plan

This Regional Transportation Plan (RTP) is intended to implement the region's 2040 Growth Concept. Included in the Growth Concept are a variety of land use components recognizing the diversity of residential, commercial, industrial, and open space needs that exist within our region. The RTP lays out the policies, systems, and actions to serve those diverse needs.

The RTP reflects the diversity of the 2040 Growth Concept by providing appropriate transportation options to best serve the variety of land use components. For any one land use component, multiple modes are necessary. Higher density regional and town centers need to accommodate a variety of auto, truck, bicycle, transit, and pedestrian users. Industrial areas need good auto, truck, and rail access for freight, while allowing employees and customers to commute by auto, transit, and, in some instances, bicycles. Main streets and station areas are focused on good transit, pedestrian, and bicycle access, but also need to allow for auto access.

The RTP provides a 20-year blue print for transportation decision making. While emphasizing a multi-modal system, the RTP recognizes that the automobile will likely continue to be the primary mode of personal travel over the life of the plan. As such, the RTP includes a number of strategic road investments that attempt to implement the Growth Concept, recognizes additional demand on the system for both people and goods, and reflects the continued use of the automobile for personal and commercial travel.

The RTP also recognizes that significant opportunities exist to reduce reliance on the automobile (particularly the single-occupant use of vehicles) for a number of trip types that will develop as the Growth Concept matures. The RTP, therefore, also emphasizes the need to provide good choices for certain trip types. Even on an occasional basis, the use of alternative modes will help the region maintain its air quality, conserve energy, and minimize pressure on the Urban Growth Boundary. Similarly, the RTP recognizes the need for a multi-modal freight system that includes a balanced system of truck, rail, air, and water routes to best meet the needs of area shippers.

In sum, the RTP provides a diverse set of transportation priorities necessary to implement the diverse and unique attributes embodied in the 2040 Growth Concept.

### **AB. Introduction**

This chapter presents the overall policy framework for the specific transportation goals, objectives and actions contained in the Regional Transportation Plan (RTP). It also sets a direction for future planning and decision-making by the Metro Council and the implementing agencies, counties and cities. The chapter is organized as follows:

- **Transportation Vision Statement and Guiding Principles:** This section establishes the basic mission of the plan as a means for implementing the Metro 2040 Growth Concept.
- **Urban Form and Land Use:** This section describes the individual transportation needs of the 2040 Growth Concept land use components and the relative importance of these components to the region.
- **RTP Goals and Objectives:** This section describes the policy direction of the plan and establishes in measurable terms how the plan implements the 2040 Growth Concept and what level of accessibility the transportation system is expected to provide.
- **Transportation System Design:** This section provides objectives regarding the performance and function of each modal element of the transportation system.

Upon completion of the RTP update, the RTP will be evaluated to determine which elements are binding and which are advisory to local governments. Additional language will be added to the RTP to describe these provisions. In the interim, however, the Urban Growth Management Functional Plan (UGMFP) will implement several RTP policies relating to boulevard design, local street connectivity and traffic level of service standards.

## **GBC. Regional Vision and Guiding Principles**

Implementation of the 2040 Growth Concept requires a departure from traditional transportation planning such that the region must identify key measures of transportation effectiveness which include all modes of transportation. Developing a full array of these measures will require additional analysis. Focusing ~~Concentrating~~ development in the high-density most concentrated activity centers, as envisioned in the 2040 Growth Concept, may produce ~~requires the use of~~ alternative modes in order to avoid unacceptable levels of congestion that exceed existing standards, yet signal positive urban development for these areas and to insure that accessibility by alternative modes is attractive. Conversely, ~~t~~The continued economic vitality of important industrial areas and intermodal facilities largely depends on preserving or improving access to these areas and maintaining reasonable levels of mobility on the region's main throughways. The unifying theme of the 2040 Growth Concept is to preserve the region's livability while accommodating expected growth -- a principle which calls for transportation planning that is finely tailored to the specific needs of each 2040 Growth Concept land use components.

### **Transportation Vision Statement**

The Regional Transportation Plan seeks to enhance the region's livability through implementation of the 2040 Growth Concept with a transportation system that:

- anticipates the region's future travel needs;
- promotes an appropriate mix of travel modes; and

- supports key elements of the growth concept with strategic system improvements.

## **Guiding Principles**

The Regional Transportation Plan vision has four guiding principles:

1. Provide complete information, timely public notice, full public access to key decisions and support broad-based, early and continuing involvement of the public in all aspects of the transportation planning process;
2. Facilitate development of the 2040 Growth Concept land use components with specific strategies that address mobility and accessibility needs and use transportation investments to leverage desired land use patterns;
3. Ensure that the allocation of fiscal resources is driven by both land use and transportation benefits; and
4. Place a priority on protecting the region's natural environment and livability in all aspects of transportation planning process.

The transportation system plays a critical role in the continued economic health and livability of the region. The regional forecast for the year 2015 predicts nearly 615,000 new residents and more than 500,000 new jobs above 1995 levels for the metro area (excluding Clark County). Substantial investment in transportation improvements is needed to accommodate this growth in a manner that supports the 2040 Growth Concept and preserves the region's livability.

Important measures of livability include mobility and access to jobs, schools, services and recreation, movement of goods and clean air. The RTP must address these needs by improving transportation alternatives to the automobile and choices for how people travel within the region, while seeking a balance between accessibility, system cost, strategic timing and prioritization of improvements and environmental impacts.

## **Public Involvement**

Metro's public involvement policy for regional transportation planning and funding activities is intended to support and encourage broad-based public participation in the development and review of Metro's transportation plans, programs and projects. The policy was developed in response to citizen interest, recent changes in state and federal transportation planning, and in an effort to reach traditionally underserved portions of the population. The public involvement policy was adopted in July 1995.

The public involvement program for the RTP update is tied to the Regional Framework Plan public involvement process, and includes a widely distributed newsletter, fact sheets, periodic workshops, open houses and public meetings, statistical research using focus groups and surveys.

The 21-member RTP Citizen Advisory Committee (CAC) was appointed by the Metro Council to a two-year term in April May 1995 to provide citizen perspectives on transportation issues during

~~provide an ongoing, in-depth public dialogue on all aspects of the RTP update process. The committee members live and work throughout the region and bring a broad range of experiences and views to the process.~~ Members of the CAC were selected as delegates for specific constituencies, to representing various citizen, demographic, business and special interest perspectives.

### ***Accessibility and Mobility***

Accessibility is the ability to reach a given destination, and is measured in terms of travel costs in both time and money to a given destination. The more places that can be reached for a given cost, the greater the accessibility. Of equal importance is the quality of travel choices to a given destination. Therefore, the relative level of accessibility within the region is governed by both land use patterns and the number of travel alternatives provided in the regional transportation system.

In contrast, mobility is defined as the ability to move people and goods. Mobility improves when the transportation network is refined or expanded to improve capacity of one or more modes, thus allowing people and goods to move more quickly toward a particular destination.

Accessibility to services and markets throughout the urban metropolitan area and maintaining adequate levels of mobility on key components of the regional system are principal objectives of the transportation plan and central to implementation of the 2040 Growth Concept. Residents of the region must have reasonable access to jobs, shopping, personal services and recreation. Commerce in the region depends on both access to statewide, interstate and international travel networks, and general mobility on the regional transportation system. The region's quality of life and economy would suffer without these accessibility and mobility objectives.

### ***System Cost***

A cost-effective transportation system will provide adequate levels of accessibility and mobility while minimizing the need for public investment. The RTP emphasizes preservation and efficient use of existing facilities as the best approach in providing an adequate transportation system. Therefore, the cost-effectiveness of the transportation system as a whole is dependent on solutions that provide adequate capacity and connectivity at the lowest total cost.

### ***Timing and Prioritization of System Improvements***

The 2040 Growth Concept has established a broad regional vision that will guide all future comprehensive planning at the local and regional levels, including development of the Regional Transportation Plan. The growth concept contains a series of land use building blocks that establish basic design types for the region. Of these, the central city, regional center and industrial area/intermodal facility components are most critical in terms of regional significance and role in implementing the other components of the growth concept.

Because the 2040 Growth Concept is a 50-year plan, many areas envisioned as important centers of urban activity, including several regional centers, station communities and main streets, are currently underdeveloped. Substantial public and private investment will be needed in these

areas over the long-term to realize the 2040 Growth Concept vision. These areas provide the best opportunity for public policy to shape new development, and are, therefore, the best candidates for more immediate transportation system improvements.

During the past several years, the region has experienced unprecedented growth -- a trend that is predicted to continue in the 2015 regional forecast. Subsequently, a significant amount of urbanization is likely to occur while local jurisdictions are in the process of adopting local ordinances that implement the 2040 Growth Concept. Therefore, the phasing of RTP projects and programs will reflect this period of transition, with project identification and selection increasingly tied to implementation of the growth concept.

The RTP includes three implementation scenarios based on varying financial assumptions. The "preferred" system (Chapter 5) includes an optimal package of regional transportation projects and programs that best addresses the region's needs over the 20-year plan period. The "constrained" system (Chapter 7) is limited to those improvements to the regional transportation system that can be made by projecting existing revenue sources for the plan period, and does not adequately meet the region's 20-year needs. The "strategic" system (Chapter 8) includes a mix of regional projects and programs from both the preferred and financially constrained systems. The strategic system represents the minimum set of actions needed to adequately serve the region's 20-year transportation needs, and thus establishes a target for additional funding.

#### *Environmental, Economic & Social Impacts*

Transportation systems have a significant effect on the physical and socioeconomic characteristics of the areas they serve. As such, transportation planning must consider larger regional and community goals and values, such as protection of the environment, the regional economy and the quality of life that area residents presently enjoy.

The RTP measures economic and quality of life impacts of the proposed system by evaluating key indicators, such as job and retail service accessibility, economic benefits to the business community and transportation for the traditionally underserved, including low income and minority households and the disabled. Other key system indicators include reduction in VMT's, travel times, travel speeds, congestion, energy costs, protection of natural resources and air quality impacts. RTP objectives are sometimes in conflict, so each transportation project or program must be evaluated in terms of relative tradeoffs, and how it best achieves an overall balance between those conflicting goals.

## **BGD. Urban Form And Land Use**

### **Regional Urban Growth Goals and Objectives**

The Regional Urban Growth Goals and Objectives (RUGGOs) were adopted in 1991 in response to direction by the Oregon Legislature to develop regional land use goals and objectives that would replace those adopted by the Columbia Region Association of Governments. The RUGGOs establish a process for coordinating planning in the metropolitan area in an effort to preserve regional livability. The RUGGOs also provide a policy framework for guiding Metro's regional

planning program, including development of functional plans and management of the region's urban growth boundary.

In 1992, the region's voters approved a charter for Metro that formally gave responsibility for regional land use planning to the agency, and requires adoption of a Regional Framework Plan that integrates land use, transportation and other regional planning mandates. In late 1995, the Metro Council adopted the 2040 Growth Concept, a document that serves as the first step in developing the framework plan. Like the RUGGOs, the growth concept is not a final plan for the region, but rather, is a starting point for developing the Regional Framework Plan, which will be a more focused vision for the future growth and development of this region. The growth concept includes a series of regional measures intended to accelerate both development of the framework plan elements and local implementation of growth concept principles. The 1996 Regional Transportation Plan serves as a functional plan and will be the transportation element of the Regional Framework Plan.

While the 2040 Growth Concept is primarily a land use framework, the success of the concept, in large part, hinges on regional transportation policy. The following are the 2040 Growth Concept land use components and a description of their associated transportation elements. The land use components are grouped according to their relative significance in the region:

#### *Primary Components*

The central city, regional centers, industrial areas and intermodal facilities are centerpieces of the 2040 Growth Concept, and form the geographic framework for more locally oriented components of the plan. Thus, implementation of the overall growth concept is largely dependent on the success of these primary components. For this reason, these components are the focus of 2040 Growth Concept implementation policies and infrastructure investments.

- **Central City and Regional Centers**

Portland's central city already forms the hub of the regional economy. Regional centers in suburban locales such as Gresham, Beaverton and Hillsboro are envisioned in the 2040 Growth Concept as complementary centers of regional economic activity. These areas have the region's highest development densities, the most diverse mix of land uses and the greatest concentration of commerce, offices and cultural amenities. They are the most accessible areas in the region by both auto and public transportation, and have very pedestrian-oriented streets.

In the 2040 Growth Concept, the central city is highly accessible by a high-quality public transportation system, multi-modal street network and a regional freeway system of through-routes. Light rail lines radiate from the central city, connecting to each regional center. The street system within the central city is designed to encourage public transportation, bicycle and pedestrian travel, but also accommodate auto and freight movement. Of special importance are the bridges that connect the east and west sides of the central city, and serve as critical links in the regional system.

Regional centers also feature a high-quality radial transit system serving their individual trade areas and connecting to other centers, as well as light rail connections to the central city.



In addition, a fully improved network of multi-modal streets tie regional centers to surrounding neighborhoods and nearby town centers, while regional through-routes will be designed to connect regional centers with one another and points outside the region. The street design within regional centers encourages public transportation, bicycle and pedestrian travel while also accommodating automobile and freight movement.

- **Industrial Areas and Intermodal Facilities**

Industrial areas serve as "sanctuaries" for long-term industrial activity. These areas are primarily served by a network of major street connections to both the regional freeway system and intermodal facilities. Many industrial areas are also served by freight rail, and have good access to intermodal facilities. Freight intermodal facilities, including air and marine terminals, freight rail yards and common carrier truck terminals are an area of regional concern. Access to these areas is centered on rail, the regional freeway system, public transportation, bikeways and key roadway connections. While industrial activities often benefit from roadway improvements largely aimed at auto travel, there are roadway needs unique to freight movement that are critical to the continued vitality of industrial areas and intermodal facilities.

### *Secondary Components*

While more locally oriented than the primary components of the 2040 Growth Concept, town centers, station communities, main streets and corridors are significant centers of urban activity. Because of their density and pedestrian-oriented design, they play a key role in promoting public transportation, bicycling and walking as viable travel alternatives to the automobile, as well as conveniently close services for surrounding neighborhoods. As such, these secondary components are an important part of the region's strategy for achieving state goals for reducing per-capita automobile travel.

- **Station Communities**

Station communities are located along light rail corridors and feature a high-quality pedestrian and bicycle environment. These communities are designed around the transportation system to best benefit from the public infrastructure. While they include some local services and employment, they are mostly residential developments that are oriented toward the central city, regional centers and other areas that can be accessed by rail for most services and employment.

- **Town Centers and Main Streets**

Town Centers function as local activity areas that provide close access to a full range of local retail and service offerings within a few miles of most residents. While town centers will not compete with regional centers in scale or economic diversity, they will offer some specialty attractions of regional interest. Though the character of these centers varies greatly, each will function as strong business and civic communities with excellent multi-modal arterial street access and high quality public transportation with strong connections to regional centers and other major destinations. Main streets feature mixed-use, storefront style development that serve the same urban function as town centers, but are located in a linear pattern along a limited number of bus corridors. Main streets feature street designs that emphasize pedestrian, public transportation and bicycle travel.

- **Corridors**

Corridors will not be as intensively planned as station communities, but similarly emphasize a high-quality bicycle and pedestrian environment and convenient access to public transportation. Transportation improvements in corridors will focus on nodes of activity -- often at major street intersections -- where transit and pedestrian improvements are especially important. Corridors can include auto-oriented land uses between nodes of activity, but such uses are carefully planned to preserve the pedestrian orientation and scale of the overall corridor design.

### ***Other Urban Components***

Some components of the 2040 Growth Concept are primarily of local significance, including employment centers and neighborhoods. Urban activities in these areas often impact the regional transportation system, but are best addressed through the local planning process.

- **Employment Centers**

Employment centers allow mixed commercial and industrial uses, including some residential development. These areas are primarily served by a network of arterial connections to both the regional freeway system and intermodal facilities. Some employment centers are also served by freight rail. Employment centers are often located near industrial areas, and thus may benefit from freight improvements primarily directed toward industrial areas and intermodal facilities.

- **Neighborhoods**

In recent decades, the newest neighborhoods have become the most congested largely due to a lack of street connections. A lack of street connections discourages walking and bicycling for local trips in these areas, and forces local auto trips onto the regional multi-modal arterial network. The 2040 Growth Concept envisions master street plans in all areas to increase the number of local street connections to the regional roadway network. However, new connections must be designed to discourage through-travel on local neighborhood streets.

### ***Exurban Components***

- **Urban Reserves**

These reserves, which are currently located outside the UGB, are relatively undeveloped, with limited transportation facilities. Urban reserves are intended to accommodate future growth and will eventually require multi-modal access to the rest of the region. Because they may be added to the urban area during the 20-year RTP planning period, they are included in the RTP functional classification scheme (Chapter 4). General street and public transportation planning is completed prior to urbanization as part of the RTP process, and based on specific 2040 Growth Concept land use policies for these areas. Once urban reserves are brought within the UGB, more detailed transportation system planning at the regional and local level occurs in conjunction with detailed land use planning.

- **Rural Reserves**

These largely undeveloped reserves are also located outside the UGB, and have very limited transportation facilities. Roadways in these areas are intended to serve rural industry and needs, and urban travel on these routes is accommodated with designs that are sensitive to their basic rural function. Rural reserves will be protected from urbanization for the foreseeable future through state statutes and administrative rules, county zoning land use ordinances, intergovernmental agreements and by limiting rural access to urban through-routes whenever possible. Urban-to-urban travel is generally discouraged on most rural routes, with exceptions identified in this plan.

- **Neighboring Cities and Green Corridors**

Neighboring cities are separated from the main urban area by rural reserves, but are connected to regional centers within the metropolitan area by limited-access green corridor transportation routes. Green corridor routes will include bicycle and public transportation service to neighboring cities. Neighboring cities will be encouraged, through intergovernmental agreements, to balance jobs and households in order to limit travel demand on these connectors. The region also has an interest in maintaining reasonable levels of through-travel on major routes that pass through neighbor cities and function as freight corridors. Growth of neighboring cities will ultimately affect through-travel and could create a need for bypass routes. Such impacts will also be addressed through coordination with county and state agencies, as well as individual neighboring cities.

## **EDE. Transportation System Design**

### **Systemwide Goals and Objectives**

The overall goal of the RTP is to develop a safe, efficient and cost-effective transportation system that serves the region's current and future travel needs and implements the 2040 Growth Concept while also recognizing the financial constraints and environmental impacts associated with that system. The remainder of this section: (1) presents the systemwide goals and objectives of this Plan; (2) defines adequate accessibility, mobility and safety and the types of fiscal and environmental constraints that must be addressed; and (3) details the criteria against which the performance of the system will be measured.

**System Goal 1: Implement a transportation system that serves the region's current and future travel needs and implements the 2040 Growth Concept.**

1. **Objective:** Provide the highest levels of access by multiple modes to, between and within the central city, regional centers, intermodal facilities and industrial areas.\*
2. **Objective:** Provide high levels of access by multiple modes to, between and within station communities, town centers, main streets and corridors.

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\* Metro will develop performance measures and standards related to levels of access as part of the RTP system development phase and Chapter 1 will be updated as necessary.

3. Objective: Provide access by multiple modes to, between and within areas in the region not identified above.
4. Objective: Provide more and better transportation choices to destinations throughout the region and serve special access needs for all people, including youth, elderly and disabled.
- 4 5. Objective: Provide adequate levels of mobility for people and goods within the region.

**System Goal 2: Provide a cost-effective transportation system.**

1. Objective: Maintain and preserve the existing transportation infrastructure.
2. Objective: Improve the efficiency of the existing transportation system.
3. Objective: Consider a full range of costs and benefits in the allocation of transportation funds.
4. Objective: Use funding flexibility to the degree necessary to implement the adopted Regional Transportation Plan.
5. Objective: Establish a set of criteria for project selection based on the full range of policies in this plan and fund projects in accordance with those selection criteria.
6. Objective: Adopt transportation system performance measures that reflect the goals of this plan and use them to evaluate and improve transportation systems and projects.
7. Objective: Develop a transportation system necessary to implement planned land uses, consistent with the regional level of service standards.

**System Goal 3: Protect the region's livability.**

1. Objective: Enhance livability with all regional transportation projects and programs.
2. Objective: Give priority to transportation projects and programs that best enhance livability.

**System Goal 4: Protect the region's natural environment.**

1. Objective: Meet applicable standards for clean air and water.
2. Objective: Minimize the environmental impacts associated with transportation project construction and maintenance activities.
3. Objective: Promote alternative modes that help to meet air quality standards.
4. Objective: Design transportation systems that promote efficient use of energy.

**System Goal 5: Improve the safety of the transportation system.**

1. Objective: Promote safety in the design and operation of the transportation system.
2. Objective: Minimize conflicts between modes, particularly between motor vehicles, pedestrians and bicycles.
3. Objective: Develop and implement regional safety and education programs.

**System Goal 6: Provide for statewide, national and international connections to and from the region, consistent with the Oregon Transportation Plan.**

1. Objective: Provide for the movement of people and goods with an interconnected motor vehicle system.
2. Objective: Provide for the movement of people and goods through an interconnected system of air and rail systems, including passenger and freight intermodal facilities and air and water terminals.
3. Objective: Mitigate the effect of improved regional access outside the urban area.

**Regional Street System Goals and Objectives**

In 1991, sweeping changes at the federal, state and regional levels changed the scope of transportation planning. While additional public investments in the regional street system are needed to provide the region with an adequate level of mobility and accessibility, the federal ISTEA has dramatically altered the funding priorities for projects that include federal support. Meanwhile, the state transportation planning rule (TPR) emphasizes the need to promote travel alternatives to the automobile, and sets aggressive goals for reducing per capita automobile travel. At the regional level, the Metro charter directs the agency to complete the Regional Framework Plan, a broad comprehensive plan that will set regional land use and transportation policy.

The federal ISTEA specifies a planning process that discourages projects that primarily benefit single occupancy vehicle (SOV) travel, and calls for consideration of alternative modes in all transportation planning decisions. In particular, funding for projects that primarily benefit SOV auto travel on the roadway system may be limited, while projects that benefit bicycle, pedestrian, public transportation and freight travel are more likely to be funded.

The TPR focuses on the link between land use and transportation, and requires the region to consider land use policies when developing transportation plans. At the local level, cities and counties are required to revise development standards to promote public transportation, pedestrian and bicycle travel, orient new buildings toward major transit stops and local street designs that require less right-of-way width and improve pedestrian circulation. Under the TPR,

local transportation plans must also include policies that promote completion of local street networks.

The Regional Framework Plan will echo many of these issues, and provide a land use and transportation context for local comprehensive plans. The policies and key system elements of the RTP will serve as the transportation component of the Regional Framework Plan. The regional urban growth goals and objectives (RUGGOs), adopted by the region in 1991, will guide development of the framework plan.

Together, these requirements have elevated the importance of street designs in regional planning. This section addresses these mandates with street design concepts intended to mix land use and transportation planning in a manner that supports individual 2040 Growth Concept land use components. These design concepts reflect the fact that streets perform many, often conflicting functions, and the need to reconcile conflicts among travel modes. The design classifications will work in tandem with the modal system maps shown in Chapter 4 of this plan.

#### *Regional Street Design Goals and Objectives*

**Goal 1: Provide regional street design concepts to guide local implementation of the 2040 Growth Concept.**

1. **Objective:** Develop a system of regional street design concepts that fully integrate automobile, public transportation, pedestrian, bicycle and freight needs as they relate to 2040 Growth Concept land use components.
2. **Objective:** Develop and maintain a regional street design map in Chapter 4 of this plan that identifies appropriate street design classifications for facilities of regional significance. This map shall:
  - respond to regional land use needs presented by the 2040 Growth Concept;
  - be consistent with the regional motor vehicle, public transportation, freight, bicycle and pedestrian system maps in Chapter 4 of this plan; and
  - be developed with parcel geographically-specific design designations.
3. **Objective:** Develop guidelines ~~standards~~ for appropriate transition areas between street design types.

**Goal 2: ~~Develop street performance standards for~~ Support local implementation of regional street design concepts in local transportation system plans (TSPs).**

1. **Objective:** Provide model street designs as a resource for local TSP development.
2. **Objective:** Develop RTP street design guidelines to support local TSP development.

3. **Objective:** Develop RTP street design standards where regional design interests warrant consistency among local design standards.
4. **Objective:** Consider safety, right-of-way, environmental, storm water management and topographic constraints, while satisfying the general intent of the regional street design concepts.

**Goal 3: Manage the regional street system to achieve the access and mobility needs of the 2040 land use components.**

1. **Objective:** Provide for through travel on major routes that connect major regional destinations and emphasize efficient travel speeds.
2. **Objective:** Provide access from local areas to adjacent/nearby regional or community-scale activity centers.

#### ***Regional Street Design Concepts***

The regional street design concepts are intended to serve multiple modes of travel in a manner that supports the specific needs of the 2040 land use components. The street design concepts fall into five broad classifications:

- *Throughways* that emphasize motor vehicle travel and connect major activity centers;
- *Boulevards* that serve major centers of urban activity and emphasize public transportation, bicycle and pedestrian travel while balancing the many travel demands of intensely developed areas;
- *Streets* that serve transit corridors, main streets and neighborhoods with designs that integrate many modes of travel and provide easy pedestrian, bicycle and transit public transportation travel;
- *Roads* that are traffic oriented; with designs that integrate all modes but primarily serve motor vehicles; and
- *Local streets* that complement the regional system by serving neighborhoods and carrying local traffic.

These design concepts apply to the regional system as it relates to specific 2040 Growth Concept land use components. Figure 1.1 provides a chart of regional street design classifications for roadways that serve a given 2040 land use. The most appropriate street design classification for roadways that serve a given land use is indicated with a solid square(s). The following Figure 1.1 is a detailed description of the purpose and design emphasis of each design types.

**Figure 1.1**  
**Regional Street Design Classifications and the**  
**2040 Growth Concept**

		Primary Components			Secondary Components				Other Urban Components			
		Central City	Regional Centers	Industrial Areas	Station Communities	Town Centers	Main Streets	Corridors	Employment Areas	Inner Neighborhood	Outer Neighborhood	Exurban Areas
<b>Regional Street Design Classifications</b>	Throughways											
		Freeway	■	■	■	■	■	■	■	■	■	■
		Highway	■	■	■	■	■	■	■	■	■	■
	Boulevards											
		Regional Boulevard	■	■	□	■	■	■**	□	□	□	
		Community Boulevard	■	■	□	■	■	■**	□	□	□	
	Streets											
		Regional Street	□	□	□	□	□	■	■	□	■	
Roads		Community Street	□	□	□	□	□	■	■	□	■	
		Urban Road							■			
		Rural Road										■

■ Most appropriate street design classification

□ Appropriate street design classification in transition areas

\*\* Main Streets feature Boulevard designs along key segments and at major intersections

### Throughways

The purpose of these facilities is to connect major activity centers within the region, including the central city, regional centers, industrial areas and intermodal facilities to one another and to points outside the region. Throughways are divided into limited access Freeway designs where all intersections have separated grades, and Highways that include a mix of separate and at-grade intersections.

Both Freeways and Highways are designed to provide high speed travel for longer motor vehicle trips throughout the region, are primary freight routes and serve all 2040 Growth Concept land use components. In addition to facility designs that promote mobility, Throughways may also benefit from access management and Advanced Traffic Management System (ATMS) techniques. These facilities may carry transit through-service, with supporting amenities limited to transit stations. These facilities may also incorporate transit-priority design treatment where appropriate, and may incorporate light rail or other high-capacity transit.



### *Freeways*

Freeways usually consist of four to six vehicle travel lanes, with additional lanes in some situations. They are completely divided, with no left turn lanes. Freeway designs have few street connections, and they always occur at separated grades with access controlled by ramps. There is no driveway access to Freeways or buildings oriented toward these facilities, and only emergency parking is allowed. Freeway designs do not include pedestrian amenities, with the exception of improved crossings on overpasses and access ramps. Bikeways designed in conjunction with Freeway improvements usually follow parallel routes.

### *Highways*

Highways usually consist of four to six vehicle travel lanes, with additional lanes in some situations. Highway designs have few street connections, and they may occur at same-grade or on separate grades. Highways are usually divided with a median, but also have left turn lanes where at-grade intersections exist. There are few driveways on Highways, and buildings are not oriented toward these facilities. On-street parking is usually prohibited in Highway designs, but may exist in some locations. Highway designs include striped bikeways and sidewalks with optional buffering. Improved pedestrian crossings are located on overpasses, underpasses and at same-grade intersections.

### **Boulevards**

Boulevards are designed with special amenities that promote pedestrian, bicycle and public transportation travel in the districts they serve. Boulevards serve the multi-modal needs of the region's most intensely developed activity centers, including the central city, regional centers, station communities, town centers and some main streets. As such, these facilities may benefit from access management, traffic calming and ATMS techniques that reinforce pedestrian, bicycle and public transportation travel. Boulevards are divided into regional and community scale designs.

#### *Regional Boulevards*

Regional Boulevards mix a significant amount of motor vehicle traffic with public transportation, bicycle and pedestrian travel where dense development is oriented toward the street. These designs feature low to moderate vehicle speeds and usually include four vehicle lanes. Additional lanes or one-way couplets may be included in some situations. Regional Boulevards have many street connections and some driveways, although combined driveways are preferable. These facilities may include on-street parking when possible. The center median serves as a pedestrian refuge and allows for left turn movements at intersections.

Regional Boulevards are designed to be transit-oriented, with high-quality service and substantial transit amenities at stops and station areas. Pedestrian improvements are substantial on boulevards, including broad sidewalks, pedestrian buffering, special street lighting and crossings at all intersections with special crossing amenities at major

intersections. These facilities have bike lanes or wide outside lanes where bike lanes are not physically possible, or are shared roadways where motor vehicle speeds are low, striped or shared bikeways. They also serve as primary freight routes, and often may include loading facilities within the street design.

### *Community Boulevards*

Community Boulevards mix motor vehicle traffic with public transportation, bicycle and pedestrian travel where dense development is oriented toward the street. These facilities are designed for low motor vehicle speeds and usually include four vehicle lanes and on-street parking. Fewer vehicle lanes may be appropriate in some situations, particularly when necessary to provide on-street parking. Community Boulevards have many street connections and some driveways, although combined driveways are preferable. Where appropriate, center medians offer a pedestrian refuge and allow for left turn movements at intersections.

Community Boulevards are designed to be transit-oriented, with high quality service that is supported by substantial transit amenities at stops and station areas. Pedestrian improvements are also substantial, including broad sidewalks, pedestrian buffering, special street lighting and crossings at all intersections with special crossing amenities at major intersections. Community Boulevards have striped or shared bikeways and some on-street parking. These facilities also serve as secondary freight routes, and may include loading facilities within the street design.

### *Streets*

Streets are designed with amenities that promote pedestrian, bicycle and public transportation travel in the districts they serve, particularly where development densities warrant special transit and pedestrian design consideration. Streets serve the multi-modal needs of the region's corridors, neighborhoods and some main streets. As such, these facilities may benefit from access management, traffic calming and ATMS techniques that enhance pedestrian, bicycle and public transportation travel, while providing appropriate vehicle mobility. Streets are divided into regional and community scale designs.

### *Regional Streets*

Regional Streets are designed to carry significant vehicle traffic while also providing for public transportation, bicycle and pedestrian travel. These facilities serve a development pattern that ranges from low density residential neighborhoods to more densely developed corridors and main streets, where buildings are often oriented toward the street at major intersections and transit stops. Regional Street designs accommodate moderate motor vehicle speeds and usually include four vehicle lanes. Additional motor vehicle lanes may be appropriate in some situations. These facilities have some to many street connections, depending on the district they are serving. Regional Streets have few driveways that are combined whenever possible. On-street parking may be included, and a center median serves as a pedestrian refuge and allows for left turn movements at intersections.

These facilities are designed to be transit-oriented, with high-quality service and substantial transit amenities at stops and station areas. Although less substantial than in Boulevard designs, pedestrian improvements are important along Regional Streets, including sidewalks that are buffered from motor vehicle travel, crossings at all intersections and special crossing amenities at major intersections. Regional Streets have bike lanes or wide outside lanes where bike lanes are not physically possible, or are shared roadways where motor vehicle speeds are low, striped or shared bikeways. They also serve as primary freight routes, and may include loading facilities within the street design, where appropriate.

### *Community Streets*

Community Streets are designed to carry vehicle traffic while providing for public transportation, bicycle and pedestrian travel. These facilities serve low density residential neighborhoods as well as more densely developed corridors and main streets, where buildings are often oriented toward the street at main intersections and transit stops. Regional Community Street designs allow for moderate motor vehicle speeds and usually include four motor vehicle lanes and on-street parking. However, fewer travel lanes may be appropriate when necessary to provide for on-street parking. These facilities have some to many street connections, depending on the 2040 Growth Concept land-use components they serve. Community Streets have few driveways that are shared when possible. A center median serves as a pedestrian refuge and allows for left turn movements at intersections.

Community Streets are transit-oriented in design, with transit amenities at stops and station areas. Although less substantial than in Boulevard designs, pedestrian improvements are important on Community Streets, including sidewalks that are buffered from motor vehicle travel, crossings at all intersections and special crossing features at major intersections. Community Streets have striped or shared bikeways. These facilities also serve as secondary freight routes, and may include loading facilities within the street design, where appropriate.

### *Roads*

Roads are traffic-oriented designs that provide motor vehicle mobility in the 2040 Growth Concept land use components they serve and accommodate a minimal amount of pedestrian and public transportation travel. These facilities may benefit from access management and ATMS techniques. Roads serve the travel needs of the region's low density industrial and employment areas as well as rural areas located outside the urban growth boundary (UGB). Roads are, therefore, divided into urban and rural designs.

### *Urban Roads*

These facilities are designed to carry significant motor vehicle traffic while providing for some public transportation, bicycle and pedestrian travel. Urban Roads serve low density industrial areas, intermodal facilities and employment centers where buildings are less rarely oriented toward the street. These facilities also serve new urban areas (UGB additions) where plans for urban land use and infrastructure are not complete. Urban Roads are designed to accommodate moderate vehicle speeds and usually include four motor vehicle lanes, although additional lanes may be appropriate in some situations. These designs have some

street connections, but few driveways. Urban Roads rarely include on-street parking, and a center median primarily serves to optimize motor vehicle travel and to allow for left turn movements at intersections.

Urban Roads serve as primary freight routes, and often include special design treatments to improve freight mobility. These facilities are designed for transit through-service, with limited amenities at transit stops. Sidewalks are included in Urban Road designs, although buffering is optional. Pedestrian crossings are included at intersections. Urban Roads have striped bikeways.

#### *Rural Roads*

Rural roads are designed to carry rural traffic while accommodating limited public transportation, bicycle and pedestrian travel. In some cases rural roads serve to connect urban traffic to throughways. Rural roads These facilities serve urban reserves, rural reserves and green corridors, where development is widely scattered and usually located away from the road. These facilities are designed to allow moderate motor vehicle speeds and usually consist of two to four motor vehicle lanes, with additional occasional auxiliary lanes appropriate in some situations. Rural Roads have some street connections and few driveways. On-street parking occurs on an unimproved shoulder, and is usually discouraged. These facilities may include center turn lanes, where appropriate.

Rural Roads serve as primary freight routes and often provide important farm-to-market connections. Special design treatments to improve freight mobility are therefore important in these designs. Rural Roads rarely serve public transportation, but may include limited amenities at rural transit stops where transit service does exist. Bicycles and pedestrians share a common striped shoulder on these facilities, and improved pedestrian crossings occur only in unique situations (such as rural schools or commercial districts).

#### **Local Street Design**

Local streets serve the immediate travel needs of the region at the neighborhood level. These facilities are multi-modal, and are designed to serve most short automobile, bicycle and pedestrian trips. They generally do not carry freight in residential areas, but are important to freight movement in industrial and commercial areas. Local streets may serve as transit routes in some situations. Local street designs include many connections with other streets, and bicycle and pedestrian connections where topography or development patterns prevent full street extensions.

The design of local street systems is generally beyond the scope of the RTP. However, the aggregate effect of local street design impacts the effectiveness of the regional system when local travel is restricted by a lack of connecting routes, and local trips are forced onto regional facilities. The following connectivity principles should guide future development of local street designs:

- Planning jurisdictions should create local street system plans or performance measures to ensure connections that meet regional connectivity standards. Local streets include all facilities not identified on the regional design map in Chapter 4 of this plan;
- Local street system plans should anticipate opportunities to incrementally extend and connect local streets over time in primarily developed areas, and local design codes should encourage these connections as part of the development review process;
- Local street design codes should allow street systems to serve a mix of development types within a continuous street pattern;
- Local street designs should encourage pedestrian travel by ensuring that the shortest, most direct routes are provided to nearby existing or planned commercial services, schools, parks and other neighborhood destinations;
- Local street design and zoning ordinances should ensure that neighborhood residents have access to existing or planned commercial services that provide for daily or weekly needs, including groceries, pharmacies and gas stations, without using Throughways, Regional Boulevards, Regional Streets or Urban Roads;
- Where appropriate, local design codes should allow narrow street designs to conserve land, calm traffic or promote connectivity; and,
- Closed street systems and cul-de-sac designs should be limited to situations where topography or existing development patterns prevent full street extensions or where connections would compromise local street function. Safety and environmental impacts should also be considered in the development of local street systems.

## **Regional Street System Management**

Identifying land use priorities and serving the associated transportation needs is the first step of the transportation planning process. Once appropriate transportation systems are defined (e.g., freeways, transit, freight, etc.) and as additions to existing systems are built, the next critical step is to define the best ways of operating the facilities and systems. The following RTP goals and policies establish the region's heightened commitment to Transportation System Management (TSM). TSM addresses travel demand by managing existing transportation facilities rather than by building new roadways. TSM can relieve congestion, improve the safety and efficiency of transportation facilities during all times of day, and benefit all users of the regional system. Appropriate TSM techniques will be used to achieve specific goals of the regional street design concepts described in this section. There are four broad categories of TSM:

### ***Facility Design***

Facility design techniques address roadway safety and operations with minor roadway reconstruction. Projects might include re-striping travel lane widths, realigning roadways to enhance sight distances and geometry at intersection approaches, channeling of turning movements (e.g., striping or roadway widening to provide left turn pockets, right turn

lanes, bus pullouts, etc.), improved signage of cross streets and activity centers and signalization control and phasing adjustment.

#### *Access Management*

Access management techniques reduce opportunities for conflict between through-movements and vehicles turning off and onto the roadway. They also reduce conflict between motor vehicles, pedestrians and bicycles. Examples include closing and/or consolidating commercial driveways, minimizing connection of local streets to regionally significant arterials and selectively prohibiting left turn and "U-turn" movements at and between intersections.

#### *Traffic Calming*

Traditionally, traffic calming techniques have been applied to existing neighborhood streets and collectors to protect them from *intrusion of through-traffic* seeking to avoid congested major facilities during peak periods and high-speed traffic at all hours. These "retrofit" techniques include speed bumps, traffic-rounds and traffic barriers and ~~are rarely appropriate for use~~ have not been typically used on larger regional facilities. They are, however, critical design elements that address secondary local effects of the regional system and operational policies promoted in the RTP.

Another class of calming techniques is defined in the RTP and are embedded in the design of streetscapes serving pedestrian-oriented land uses. These include narrowed travel lanes, wider sidewalks, curb-corner extensions, planted median strips and other features designed to unobtrusively reduce motor vehicle speeds and buffer pedestrians from the myriad effects of adjacent motor vehicle movements.

#### *Advanced Traffic Management System (ATMS)*

ATMS refers to proven traffic management techniques that use computer processing and communications technologies to optimize performance of multi-modal roadway and public transportation systems. A mature ATMS system will integrate freeway, arterial and public transportation management systems. A blueprint of the region's planned ATMS system is described in the ODOT/FHWA sponsored Portland-area ATMS Plan published in 1993. The ATMS Plan recognizes the inter-relationships between high-speed, limited access through-routes and the parallel system of regional and local minor arterials and collectors. ATMS provides techniques and management systems to facilitate region-wide auto, truck and transit vehicle mobility (i.e., ATMS prioritizes longer trips on freeway and arterial through-routes). ATMS systems also manage "short-trip" facilities that emphasize access to commercial/residential uses. Most important, the ATMS Plan emphasizes the importance of fully integrating through-route and local-system traffic management for optimum performance.

### ***Regional Street System Management Goals and Objectives***

**Goal 1:** Use TSM techniques to optimize performance of the region's transportation systems. Mobility will be emphasized on corridor segments *between* high priority land use designations. Access and livability will be emphasized *within* such designations. Selection of appropriate TSM techniques will be according to the functional classification of corridor segments.

1. **Objective:** Implement an integrated, regional ATMS program addressing:
  - Freeway Management (such as ramp meters and automated incident detection or rapid response)
  - Arterial Signal Coordination (such as comprehensive adjustment of signal timing to minimize stop-and-go travel, consistent with adjacent land use, street design type and function, and which coordinates with freeway and interchange operations)
  - Transit Operation (such as expanded reliance on Tri-Met's computer-aided fleet location and dispatch system and its integration with freeway and arterial management systems, with special emphasis on relaying incident detection data to allow rerouting of buses)
  - Multi-Modal Traveler Information Services (such as broadcast radio and television; highway advisory radio; variable message signs; on-line road reports; and on-board navigation aids)
2. **Objective:** Develop access management plans for urban areas that are consistent with regional street design concepts. For rural areas, access management should be consistent with Rural Reserve and Green Corridor land use objectives.
3. **Objective:** Integrate traffic calming elements into new street design as appropriate consistent with regional street design concepts, and as a method to optimize regional street system operation without creating excessive local travel on the regional system.
4. **Objective:** Continue to restripe and/or fund minor reconstruction of existing transportation facilities consistent with regional street design concepts.

### **Regional Street System Implementation**

While the primary mission of the RTP is implementation of the 2040 Growth Concept, the plan must also address other transportation issues that may not directly assist in implementing the growth concept. The plan must also protect the region's existing investments by placing a high priority on projects or programs that maintain or preserve infrastructure. The purpose of this section is to establish these key issues as the most important criteria when selecting transportation projects and programs. The following goals and objectives reflect this need to integrate 2040 Growth Concept objectives with other transportation needs or deficiencies in the development of the preferred, financially constrained and strategic RTP systems contained in Chapters 5, 7 and 8:

### ***Regional Street System Implementation Goals and Objectives***

**Goal 1: Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs.**

- 1. Objective: Place the highest priority on projects and programs that best serve the transportation needs of the central city, regional centers, intermodal facilities and industrial areas.**
- 2. Objective: Place a high priority on projects and programs that best serve the transportation needs of station communities, town centers, main streets and corridors.**
- 3. Objective: Place less priority on transportation projects and programs that serve the remaining components of the 2040 Growth Concept.**
- 4. Objective: Emphasize projects and programs that provide or help promote a wider range of transportation choices.**

**Goal 2: Emphasize the maintenance, and preservation and effective use of transportation infrastructure in the selection of the RTP projects and programs.**

- 1. Objective: Place the highest priority on projects and programs that preserve or maintain the region's transportation infrastructure.**
- 2. Objective: Place less priority on projects and programs that modernize or expand the region's transportation infrastructure.**

**Goal 3: Anticipate and address system deficiencies that threaten the safety of the traveling public in the implementation of the RTP.**

- 1. Objective: Place the highest priority on projects and programs that address safety-related deficiencies in the region's transportation infrastructure.**
- 2. Objective: Place less priority on projects and programs that address other deficiencies in the region's transportation infrastructure.**

### **Regional Street System Performance**

Implementation of the 2040 Growth Concept requires a departure from traditional transportation planning such that the region must identify key measures of transportation effectiveness which include all modes of transportation. Developing a full array of these measures will require additional analysis. Focusing ~~Concentrating~~ development in the high-density most concentrated activity centers, including the central city, and regional centers and station communities, may produce requires the use of alternative modes in order to avoid unacceptable levels of congestion that exceed existing standards, yet signal positive urban development for these areas and to insure that accessibility by alternative modes is attractive. Conversely, ~~t~~The continued economic



vitality of important industrial areas and intermodal facilities largely depends on preserving or improving access to these areas and maintaining reasonable levels of mobility on the region's main thoroughways. Therefore, regional congestion standards and other regional system performance measures are tailored to reinforce the specific development needs of the individual 2040 Growth Concept land use components.

### **Regional Motor Vehicle System**

The motor vehicle system provides access to the central city, regional centers, industrial areas and intermodal facilities, with an emphasis on mobility between these destinations. These goals and objectives recognize the need to accommodate a variety of trip types on the regional motor vehicle system that include personal errands, commuting to work or school, commerce, freight movement and public transportation. In general, this plan recognizes there would be a higher degree of mobility during the mid-day from the peak-hour.

Traditionally, the automobile has been the dominant form of passenger travel, and much of the region's roadway system has been designed to accommodate growing automobile demands. However, in addition, the motor vehicle system also plays an important role in the movement of freight, providing the backbone for commerce in the region. The motor vehicle system also serves the bus element of the regional public transportation system (which carries the largest share of public transportation riders). Finally, motorcycles and mopeds also use the motor vehicle system, and provide more fuel-efficient alternatives to automobile travel. Although motorcycles and mopeds are governed by the same traffic laws as other motor vehicles, they have special parking and security needs.

Although focused on motor vehicle travel, the system described in this section is multi-modal, with design criteria intended to serve motor vehicle mobility needs, while reinforcing the urban form of the 2040 Growth Concept. While the motor vehicle system usually serves bicycle and pedestrian travel, the system is designed to limit impacts of motor vehicles on pedestrian and transit-oriented districts.

### **Regional Motor Vehicle System Goals and Objectives**

**Goal 1: Provide a regional motor vehicle system of arterials and collectors that connect the central city, regional centers, industrial areas and intermodal facilities, and other regional destinations, and provide regional mobility.**

- 1. Objective: Maintain a system of principal arterials for long distance, high speed state-wide, interstate, inter-region and intra-region travel.**
- 2. Objective: Maintain an appropriate level of mobility on the motor vehicle system during periods of peak demand.**
- 3. Objective: Maintain an appropriate level of mobility on the motor vehicle system during off-peak periods of demand.**

4. Objective: Provide an adequate system of local and collector streets that supports the regional system.
5. Objective: Develop improved measures of traffic generation and parking patterns for regional centers, town centers, station communities and main streets.
6. Objective: Develop improved measures of freight movement as defined in the 2040 Growth Concept.

### **Regional Motor Vehicle Classification System**

The motor vehicle system includes principal arterials, major arterials and minor arterials and collectors of regional significance. These routes are designated on the motor vehicle system map in Chapter 4. Local comprehensive plans also include additional minor arterials, collectors and local streets. Figure 1.2 provides a chart of the regional motor vehicle functional classifications and their relationship to the regional street design classifications. The most appropriate street design classification for roadways that serve a given functional classification is indicated with a solid square(s). Following Figure 1.2 is a detailed description of the regional functional classification categories.

**Figure 1.2**  
**Relationship Between the**  
**Regional Street Design Classifications and the**  
**Regional Motor Vehicle Functional Classifications**

Regional Street Design Classifications			Regional Motor Vehicle Functional Classifications				
			Principal Arterial	Major Arterial	Minor Arterial	Collector	Local Street
Regional Street Design Classifications	Throughways	Freeway	■				
		Highway	■				
	Boulevards	Regional Boulevard		■			
		Community Boulevard			■		
	Streets	Regional Street		■			
		Community Street			■		
	Roads	Urban Road	■	■	■		
		Rural Road	■	■	■		
	Local Streets	Local Street Designs				■	■

■ Most appropriate street design classification

The following are the regional functional classification categories:

**Principal Arterials:** These facilities form the backbone of the motor vehicle network. Motor vehicle trips entering and leaving the urban area follow these routes, as well as those destined for the central city, regional centers, industrial areas or intermodal facilities. These routes also form the primary connection between neighbor cities and the urban area. Principal arterials serve as major freight routes, with an emphasis on mobility. These routes fall within regional freeway and, highway and road design principles.

*Principal Arterial System Design Criteria:*

- Principal arterials should provide an integrated system that is continuous throughout the urbanized area and also provide for statewide continuity of the rural arterial system.
- The principal arterial system should serve the central city, regional centers, industrial areas and intermodal facilities, and should connect key freight routes within the region to points outside the region.
- A principal arterial should provide direct service: (1) from each entry point to each exit point or (2) from each entry point to the central city. If more than one route is available, the most direct route will be designated as the principal arterial when it complements supports the planned urban form.
- ~~Principal arterial routes outside the Urban Growth Boundary should be treated as "Green Corridors," with very limited access and intergovernmental agreements designed to protect rural areas from the effects of urban through travel.~~

**Major Arterials:** These facilities serve as primary links to the principal arterial system. Major arterials, in combination with principal arterials, are intended to provide general mobility for travel within the region. Motor vehicle trips between the central city, regional centers, industrial areas and intermodal facilities should occur on these routes. Major arterials serve as freight routes, with an emphasis on mobility. These routes fall within regional boulevard, regional street, urban road and rural road design principles.

*Major Arterial System Design Criteria:*

- Major arterials should provide motor vehicle connections between the central city, regional centers, industrial areas and intermodal facilities and connect to the principal arterial system. If more than one route is available, the more direct route will be designated when it complements supports the planned urban form.
- Major arterials should serve as primary connections to principal arterials, and also connect to other arterials, collectors and local streets, where appropriate.
- Freight movement should not be restricted on the principal arterial network.

- The principal and major arterial systems in total should comprise 5-10 percent of the motor vehicle system and carry 40-65 percent of the total vehicle miles traveled.\*

**Minor Arterials:** The minor arterial system complements and supports the principal and major arterial systems, but is primarily oriented toward motor vehicle travel at the community level connecting town centers, corridors, main streets and neighborhoods. As such, minor arterials usually serve shorter trips than principal and major arterials, and therefore must balance mobility and accessibility demands. Minor arterials may serve as freight routes, providing both access and mobility. These routes fall within community boulevard, community street, urban road and rural road design principles.

*Minor Arterial System Design Criteria:*

- Minor arterials generally connect town centers, corridors, main streets and neighborhoods to the nearby regional centers or other major destinations.
- Minor arterials should connect to major arterials, collectors, local streets and some principal arterials, where appropriate.
- The principal, major and minor arterial system should comprise 15-25 percent of the motor vehicle system and carry 65-80 percent of the total vehicle miles traveled.\*

**Collectors:** While some collectors are of regional significance, most of the collector system operates at the community level to provide local connections to the minor and major arterial systems. As such, collectors carry fewer motor vehicles than arterials, with reduced travel speeds. However, an adequate collector system is needed to serve these local motor vehicle travel needs. Collectors ~~should~~ may serve as freight access routes, providing local connections to the arterial network. Collectors fall within the plan's local street design principles.

*Collector System Design Criteria:*

- Collectors should connect neighborhoods to nearby centers, corridors, station areas, main streets and other nearby destinations.
- Collectors should connect to minor and major arterials and other collectors, as well as local streets.
- The collector system should comprise 5-10 percent of the motor vehicle system and carry 5-10 percent of the total vehicle miles traveled.\*

**Local Streets:** The local street system is used throughout the region to provide for local circulation and access. However, arterials in the region's newest neighborhoods are often the most congested due to a lack of local street connections. The lack of local street connections forces local auto trips onto the principal and major arterial network, resulting in significant

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\* Metro will test the "system percentage" design criteria as part of the RTP system development phase to verify their appropriateness.

congestion on many suburban arterials. These routes fall within the plan's local street design principles.

*Local Street System Design Criteria:*

- Local streets should connect neighborhoods, provide local circulation and give access to adjacent centers, corridors, station areas and main streets.
- The local street system should be designed to serve local, low speed motor vehicle travel with closely interconnected local streets intersecting at no more than 660-foot intervals. Closed local street systems are appropriate only where topography, environmental or infill limitations exist. Local streets should connect to major and minor arterials and collectors at a density of 8-20 connections per mile.
- Direct freight access on the local residential street system should be discouraged, except where alternatives would create an unusual burden on freight movement.
- Local streets should comprise 65-80 percent of the motor vehicle system and carry 10-30 percent of the total vehicle miles traveled.\*

## **Regional Public Transportation System**

The regional public transportation system is a key component in providing access to the region's most important activity centers, and for 25 years has been the centerpiece to the region's strategies for improving air quality and reducing reliance on the automobile as a mode of travel. Since the construction of the transit mall in the early 1970s, peak-hour transit ridership to downtown Portland has grown to more than 40% of work trips, and the system has expanded to include light rail transit.

In 1994, the region's residents overwhelmingly approved funds to extend light rail as part of the South/North transit project. Public transportation service is also prominent in Metro's 2040 Growth Concept, such that key elements of the concept, including regional centers, town centers, corridors, main streets and station communities, are strongly oriented toward existing and planned public transportation. The overarching goal of the public transportation system within the context of the 2040 Growth Concept is to provide an appropriate level of access to regional activities for everyone residing within the Urban Growth Boundary (UGB).

~~Transit service~~ Public transportation should be provided to serve the entire urban area, and the hierarchy of service types described in this section define what level of service is appropriate for specific areas. The public transportation section is divided into two parts. The first defines the regional public transportation system components that are the basis for implementing the 2040 Growth Concept. The second section provides specific goals and objectives for implementing the

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\* Metro will test the "system percentage" design criteria as part of the RTP system development phase to verify their appropriateness.

appropriate level and type of public transportation service for each 2040 Growth Concept land use designation.

### *Regional Public Transportation System Components*

The following public transportation system components establishes a network that serves the needs of individual 2040 land use components. This system serves as the framework for consistency among plans of local jurisdictions and Tri-Met. Underlying this network of fast and frequent service is a secondary network of local bus, park-and-ride and demand responsive type service that provide local public transportation. Specific elements of the secondary network will be developed by Tri-Met and local jurisdictions. Tri-Met is the primary public transportation provider for the metropolitan region and is committed to providing the appropriate level of service to achieve regional objectives and to implement the 2040 Growth Concept. However, the RTP recognizes providers other than Tri-Met to serve special transportation needs. While this is not required in the RTP, Metro is committed to helping coordinate agreements to address special needs as they arise. Such special needs may include private, public/private partnerships, or public actions, as appropriate. The following sections present a description of the modes that comprise the regional public transportation system (primary and secondary), the principal 2040 Growth Concept land uses (primary and secondary) served by each mode, and facility design guidelines to provide an appropriate operating environment and level of pedestrian and bicycle accessibility.

### *Primary Transit Network*

The Primary Transit Network (PTN) is a long range transit network designed to serve the growth patterns adopted in the 2040 Growth Concept. The PTN supports intensification of specific land uses identified in the growth concept by providing convenient transit access and improved transit service connectivity. The PTN consists of four major transit modes (e.g., Light Rail Transit (LRT), Regional Rapid Bus, Frequent Bus and primary bus service) that operate at frequencies of 15 minutes or less all day. Specific modes of the PTN will target service to primary land use components of the 2040 Growth Concept including central city, regional centers, industrial areas and intermodal facilities (includes the Portland International Airport). Some secondary land-use components comprised of station communities, town centers, main streets and corridors will also be served by the PTN. Any transit trip between two points in the central city, regional centers, town centers, main streets, stations areas or corridors can be completed on the PTN. The functional and operational characteristics of the PTN's major transit modes are described below.

### *Light Rail Transit*

Light rail transit (LRT) is a high speed and high capacity service that operates on a fixed guideway within an exclusive right-of-way (to the extent possible) that connect the central city with regional centers. LRT also serves existing regional public attractions such as civic stadium, the convention center, and the Rose Garden), and station communities (secondary land use component) LRT service runs at least every 10 minutes during the weekday and weekend midday base periods, operates at higher speed outside of the CBD and makes very few stops. A high level of passenger amenities are provided at transit stations and station communities including schedule information, ticket machines, lighting, benches, shelters, bicycle parking and commercial

services. The speed and schedule reliability of LRT can be maintained by the provision of signal preemption at grade crossings and/or intersections. Other rail options include commuter rail along existing heavy rail lines, which may become economically feasible for serving specific destinations in the greater metropolitan region.

#### *Regional Rapid Bus*

Regional Rapid Bus provides high frequency, high speed service along major transit routes with limited stops. This service is a high-quality bus that emulates LRT service in speed, frequency and comfort. A high level of transit amenities are provided at major transit stops and at station communities. Regional Rapid Bus passenger amenities include schedule information, ticket machines, lighting, benches, covered bus shelters and bicycle parking.

#### *Frequent Bus*

Frequent Bus provides high frequency local service along major transit routes with frequent stops. This services include a high level of transit preferential treatments and passenger amenities along the route such as covered bus shelters, curb extensions, reserved bus lanes, lighting, median stations and/or signal preemption.

#### *Primary Bus*

Primary bus service is provided on most major urban streets. This type of bus service operates with maximum frequencies of 15 minutes with conventional stop spacing along the route. Transit preferential treatments and passenger amenities such as covered bus shelters, lighting, signal preemption and curb extensions are appropriate at high ridership locations.

#### **Secondary Transit Network (STN)**

The secondary transit network is comprised of secondary bus, mini-bus, paratransit and park-and-ride service. Secondary service is focused more on accessibility, frequency of service along the route and coverage to a wide range of land use options rather than on speed between two points. Secondary transit is designed as an alternative to the single-occupant vehicle by providing frequent, reliable service. Secondary bus service generally is designed to serve travel with one trip end occurring within a secondary land use component.

#### *Secondary Bus*

Secondary bus lines provide coverage and access to primary and secondary land use components. Secondary bus service runs as often as every 30 minutes on weekdays. Weekend service is provided as demand warrants.

#### *Minibus*

These services provide coverage in lower density areas by providing transit connections to primary, and secondary land use components. Minibus services, which may range from fixed route to purely demand responsive including dial-a-ride, employer shuttles and bus pools,

provide at least a 60 minute response time on weekdays. Weekend service is provided as demand warrants.

#### *Paratransit*

Paratransit service is defined as non-fixed route service that serves special transit markets, including "ADA" service throughout the greater metro region.

#### *Park-and-Ride*

Park-and-ride facilities provide convenient auto access to regional trunk route service for areas not directly served by transit. ~~Bike and walk~~ Bicycle and pedestrian access as well as ~~bike accommodations for parking and storage~~ accommodations for bicyclists are considered in the siting process of new park-and-ride facilities. In addition, the need for a complementary relationship between park-and-ride facilities and regional and local land use goals exists and requires periodic evaluation over time for continued appropriateness.

#### **Other Transit Public Transportation Options**

Other public transportation ~~transit~~ options may ~~serve~~ become economically feasible for serving certain destinations in the metropolitan areas. These services include commuter rail along existing heavy rail lines, and streetcars, passenger rail connecting the region to other urban areas, and inter-city bus service that provide statewide access to the region's rail and air terminals.

#### **Interurban Public Transportation**

The federal ISTEA has identified interurban travel and passenger "intermodal" facilities (e.g., bus and train stations) as a new element of regional transportation planning. The following interurban components are important to the regional transportation system:

##### Passenger Rail

Inter-city high-speed rail is part of the state transportation system and will eventually extend from the Willamette Valley north to British Columbia. Amtrak already provides service south to California and east to the rest of the continental United States. These systems should be integrated with other public transportation services within the metropolitan region with connections to passenger intermodal facilities. High-speed rail needs to be complemented by urban transit systems within the region.

##### Inter-city Bus

Inter-city bus connects points within the region to nearby destinations, including neighboring cities, recreational activities and tourist destinations. Several private inter-city bus services are currently provided in the region.



### Passenger Intermodal Facilities

Passenger intermodal facilities serve as the hub for various passenger modes and the transfer point between modes. These facilities are closely interconnected with urban public transportation service and highly accessible by all modes. They include Portland International Airport, Union Station and inter-city bus stations.

### *Regional Public Transportation System Goals and Objectives*

Figure 1.123 provides a hierarchy of public transportation service for 2040 Growth Concept land use components. "Core service" is defined as the most efficient level of public transportation service planned for a given land use and is indicated with a solid square(s). Specific goals and objectives reference Figure 1.123.

**Figure 1.3**  
**Hierarchy of Public Transportation Services and the 2040 Growth Concept**

		Primary Components				Secondary Components				Other Urban Components		
		Central City	Regional Centers	Industrial Areas	Intermodal Facilities	Station Communities	Town Centers	Main Streets	Corridors	Employment Areas	Inner Neighborhood	Outer Neighborhood
Service Types	LRT	■	■		□**	■	□					
	Regional Rapid Bus	■	■			□			□			
	Frequent Bus	■	■			□	□	■	□			
	Primary Bus	■	■	□		□	■	□	■			
	Secondary Bus	□	□	■	■	□	□	□	□	■	■	□
	Mini-bus	□	□	□		□	□	□	□	■	□	■
	Paratransit	□	□	□		□	□	□	□	□	□	□
	Park-and-Ride		□			□	□		□		□	■

■ Best public transportation mode(s) designed to serve growth concept land use components

□ Additional public transportation mode(s) that may serve growth concept land use components

\*\* Anticipated LRT services to Portland International Airport

**Goal 1: Develop a public transportation system that provides regional access to serves 2040 Growth Concept primary land use components (central city, regional centers, industrial areas, intermodal facilities) and special regional destinations (such as major colleges or entertainment facilities) with an appropriate level, quality and range of public transportation available.**

1. **Objective:** Provide a full range of public transportation services to the central city with core service provided by LRT, Regional Rapid Bus and Frequent Bus.
2. **Objective:** Provide a full range of public transportation services to regional centers with core service provided by LRT, Regional Rapid Bus, Frequent Bus and primary bus.
3. **Objective:** Serve industrial areas with primary and secondary public transportation services with core service provided by secondary bus.
4. **Objective:** Serve intermodal facilities with a mix of primary public transportation services with core service to freight facilities provided by secondary bus and core service to the Portland International Airport (passenger facility) provided by LRT.
5. **Objective:** Ensure that existing regional destinations located outside of the primary land use areas are served with LRT, rapid bus, frequent bus or primary bus.

**Goal 2:** Develop a public transportation system to provide community access to serve the 2040 Growth Concept secondary land use components (station communities, town centers, main streets, corridors) and special community destinations (such as local colleges or entertainment facilities) with high quality transit service.

1. **Objective:** Develop a network of primary and secondary public transportation services to growth concept station communities with core service provided by either LRT and/or Regional Rapid Bus.
2. **Objective:** Develop a network of primary and secondary public transportation services to growth concept town centers with core service provided by primary bus.
3. **Objective:** Develop a network of primary and secondary public transportation services to growth concept main streets with core service provided by Frequent Bus.
4. **Objective:** Develop a network of primary and secondary public transportation services to growth concept corridors with core service provided by primary bus.
5. **Objective:** Ensure that existing community destinations located outside of the secondary land use areas are served with frequent bus or primary bus.

**Goal 3:** Develop a reliable, convenient and accessible system of secondary public transportation service that provides access to serve the 2040 Growth Concept "other urban components" (e.g., employment areas, outer neighborhoods and inner-neighborhoods).

1. **Objective:** Provide secondary public transportation services to employment areas with core service provided by mini-bus.

2. **Objective:** Provide secondary public transportation services to inner neighborhoods with core service provided by secondary bus.
3. **Objective:** Provide secondary public transportation services to outer neighborhoods with core service provided by mini-bus.
4. **Objective:** As appropriate, consider providing secondary bus or other public transportation alternatives to serve outlying regional destinations.

**Goal 4:** Continue to develop fixed-route service and complementary paratransit services which comply with the Americans with Disabilities Act of 1990 (ADA).

1. **Objective:** Provide service to persons determined to be eligible for ADA paratransit that is comparable with service provided on the fixed route system.
2. **Objective:** Continue to work with local jurisdictions to make public transportation stops and walkway approaches accessible.

**Goal 5:** Continue efforts to maintain transit as the safest forms of motorized transportation in the region.

1. **Objective:** Improve the existing level of safe public transportation operations.
2. **Objective:** Reduce the number of reportable avoidable accidents involving transit vehicles.
3. **Objective:** Improve the existing level of passenger safety and security on the public transportation system.

**Goal 6:** Expand the amount of information available about the public transportation system to allow more people to use the system.

1. **Objective:** Increase awareness of public transportation and how to use it through expanded education and public information media and easy to understand schedule information and format.
2. **Objective:** Improve the system for receiving and responding to feedback from public transportation riders users.
3. **Objective:** Explore new technologies to improve the availability of schedule, route, transfer and other service information.

**Goal 7:** Continue efforts to make public transportation an environmentally friendly form of motorized transportation.

1. **Objective:** Continue to reduce the amount of air pollutants and noise generated by public transportation vehicles.

## **Regional Freight System**

Developing and adopting the Regional Freight Network and associated system goals and objectives acknowledges that the movement of goods and services makes a significant contribution to the region's economy and wealth, and that it contributes to our quality of life. The region's relative number of jobs in transportation and wholesale trade exceeds the national average. The regional economy has historically, and continues to be closely tied to the transportation and distribution sectors. This trend is projected to increase. Freight volume is projected (by the 2040 Commodity Flow Analysis) to grow two to three times by 2040 - a rate faster than population growth.

The significant growth in freight projected by the 2040 Commodity Flow Analysis indicates the need to make available adequate land for expansion of intermodal facilities, manufacturing, wholesale and distribution activities, and to continue maintaining and enhancing the freight transportation network. The 2040 Land Use Scenario identifies industrial sanctuaries for distribution and manufacturing activities; the RTP freight network identifies the transportation infrastructure and intermodal facilities that serve these land uses and commodities flowing through the region to national and international markets. The following goals and objectives direct the region's planning and investment in the freight transportation system.

### ***Regional Freight System Goals and Objectives***

**Goal 1: Provide efficient, cost-effective and safe movement of freight in and through the region.**

- 1. Objective:** Maintain a reasonable and reliable travel (transit) time for moving freight through the region in freight transportation corridors.
  - Freight Operation (such as weigh-in-motion, automated truck counts, enhanced signal timing on freight connectors)
  - Where appropriate, consider improvements that are dedicated to freight travel only
- 2. Objective:** ~~Include~~ Consider the movement of freight when conducting multi-modal transportation studies, as identified in the RTP of local transportation system plans (TSPs).
- 3. Objective:** Work with the private sector, local jurisdictions, ODOT and other public agencies to:
  - develop the regional Intermodal Management System (IMS) and Congestion Management System (CMS);
  - monitor the efficiency of freight movements on the regional transportation network;

- identify existing and future freight mobility problems and opportunities; and
  - reduce inefficiencies or conflicts on the freight network.
4. **Objective:** ~~Implement TSM improvements that enhance the efficiency of the existing infrastructure;~~ Coordinate public policies to reduce or eliminate conflicts between current and future land uses, transportation uses and freight mobility needs, including those relating to:
- land use changes/encroachments on industrial lands; and
  - transportation and/or land use actions or policies that reduce accessibility to terminal facilities or reduce the efficiency of the freight system ~~result in lower speeds or less service on the freight network.~~
5. **Objective:** Ensure that jurisdictions develop local strategies that provide adequate freight loading and parking strategies in the central city, regional centers, town centers and main streets.

**Goal 2:** Maintain and enhance the region's competitive advantage in freight distribution through efficient use of a flexible, continuous, multi-modal transportation network that offers competitive choices for freight movement.

1. **Objective:** Provide high-quality access between freight transportation corridors and the region's intermodal facilities and industrial sanctuaries.

**Goal 3:** Protect and enhance public and private investments in the freight network.

1. **Objective:** Improve opportunities for partnerships between the private freight transportation industry and public agencies to improve and maintain the region's integrated multi-modal freight network:
- Work with the private transportation industry, Oregon Economic Development Department, Portland Development Commission, the Port of Portland and others to identify and realize investment opportunities that enhance freight mobility and support the state and regional economy.
2. **Objective:** Analyze market demand and linkages in estimating and expanding the life of public investments in the freight network.
3. **Objective:** Encourage efforts to provide flexible public funding for freight mobility investments.
- ~~4. **Objective:** Give priority to investments, projects and actions that enhance efficient freight movement on the designated regional freight network.~~

- ~~Where appropriate, make improvements to main freight routes that minimize freight/non-freight conflicts on connector routes.~~

**Goal 4: ~~Ensure~~Promote the safe operation of the freight system.**

1. Objective: Correct existing safety deficiencies on the freight network relating to:
  - roadway geometry and traffic controls;
  - bridges and overpasses;
  - at-grade railroad crossings;
  - truck-traffic infiltration in neighborhoods;
  - congestion on interchanges and hill climbs; and
  - hazardous materials movement.
2. Objective: Identify and monitor potential safety problems on the freight network:
  - Collect and analyze accident data related to the freight network using the IMS data base.

**Regional Bicycle System**

The bicycle is an important component in the region's strategy to provide a multi-modal transportation system. The 2040 growth concept focuses growth in the central city and regional centers, station communities, town centers and main streets. One way to meet the region's travel needs is to provide greater opportunity to use bicycles for shorter trips.

The regional bikeway system identifies a network of bikeways throughout the region that provide for bicyclist mobility between and accessibility to and within the central city, regional centers and town centers. A complementary system of on-street regional bikeway corridors, regional multi-use trails and local bikeways is proposed to provide a continuous network. In addition to major bikeway corridors that create a network of regional through routes, the system provides accessibility to and within regional and town centers. Adoption of the Regional Bicycle Plan element of the RTP continues the region's recognition of bicycling as an important transportation alternative. Metro's 1994 travel behavior survey found that places in the region with good street continuity, ease of street crossing and gentle topography experience more than a three percent bicycle mode share, while lower density areas experience around one percent bicycle mode share. A greater understanding of bicycle travel is still needed, and development of a regional bicycle forecasting model is underway. Implementation of the regional bicycle plan element of the RTP will provide for consistently designed, safe and convenient routes for bicyclists between jurisdictions and to major attractions throughout the region, will work toward

increasing the modal share of bicycle trips, and will encourage bicyclists and motorists to share the road safely.

### ***Regional Bicycle System Goals and Objectives***

**Goal 1: Provide a continuous regional network of safe and convenient bikeways integrated with other transportation modes and local bikeway systems.**

1. **Objective:** Integrate the efforts of the state, counties and cities in the region to develop a convenient, safe, accessible and appealing regional system of bikeways.
2. **Objective:** Ensure that the regional bikeway system functions as part of the overall transportation system.

**Goal 2: Increase the modal share of bicycle trips.**

1. **Objective:** Develop and update a system of regional bikeways that connect activity centers as identified in the 2040 Growth Concept and the Regional Framework Plan.
2. **Objective:** Promote increased bicycle use for all travel purposes.
3. **Objective:** Coordinate with Tri-Met to ensure improved bicycle access and parking facilities at existing and future LRT stations, transit centers and park-and-ride locations.
4. **Objective:** Develop travel-demand forecasting for bicycles use and integrate with regional transportation planning.

**Goal 3: Ensure that all transportation projects include bicycle facilities using established design standards appropriate to regional land use and street classifications.**

1. **Objective:** Ensure that bikeway projects, bicycle parking and other end-of-trip facilities are designed using established standards, and that bikeways are connected with other jurisdictions and the regional bikeway network.
2. **Objective:** Ensure that jurisdictions implement bikeways in accordance with established design standards.
3. **Objective:** Ensure integration of multi-use paths with on-street bikeways using established design standards.
5. **Objective:** Provide appropriate short and long term bicycle parking and other end-of-trip facilities at regional activity centers through the use of established design standards.

**Goal 4: Encourage bicyclists and motorists to share the road safely.**

1. **Objective:** Coordinate regional efforts to promote safe use of roadways by bicyclists and motorists through a public awareness program.

2. **Objective:** Expand upon local traffic education programs to provide region wide coverage and actively distribute safety information to local jurisdictions, law enforcement agencies, schools and community organizations that informs and educates bicyclists, pedestrians and motorists.
3. **Objective:** Reduce the number rate of bicycle-related accidents in the region.
4. **Objective:** Identify and improve high-frequency bicycle-related accident locations.

### **Regional Pedestrian-ProgramSystem**

By providing dedicated space for those on foot or using mobility devices, pedestrian facilities are recognized as an important incentive that promotes walking as a mode of travel. Throughout this document, the term "walking" should be interpreted to include traveling on foot as well as those pedestrians using mobility aids, such as wheelchairs. Walking for short distances is an attractive option for most people when safe and convenient pedestrian facilities are available. Combined with adequate sidewalks and curb ramps, amenities such as benches, curb extensions, marked street crossings, landscaping and wide planting strips make walking an attractive and convenient mode of travel. The focus of the regional pedestrian systemprogram is identifying areas of high, or potentially high, pedestrian activity in order to target infrastructure improvements that can be made with regional funds.

A well-connected, high-quality pedestrian environment facilitates walking trips by providing safe and convenient access to pedestrian destinations within a short distance. Public transportation use is enhanced by pedestrian improvements, especially those facilities that connect stations or bus stops to surrounding areas or that provide safe and attractive waiting areas. Improving walkway connections between office and commercial districts and surrounding neighborhoods provides opportunities for residents to walk to work, shopping or to run personal errands. This reduces the need to bring an automobile to work and enhances public transportation and carpooling as commute options. An integrated pedestrian system supports and links every other element of the regional transportation system and complements the region's urban form and growth management goals.

### ***Regional Pedestrian Program System Goals and Objectives***

**Goal 1: Increase walking for short trips and improve access to the region's public transportation system through pedestrian improvements and changes in land use patterns, designs and densities.**

1. **Objective:** Increase the walk mode share for short trips, including walking to public transportation, near and within the central city, regional centers, town centers, main streets, corridors and LRT station communities.
2. **Objective:** Improve pedestrian walkway networks serving those transit centers, stations and stops with high frequency transit service.



**Goal 2: Make the pedestrian environment safe, convenient, attractive and accessible for all users.**

1. **Objective:** Complete pedestrian facilities (i.e., sidewalks, street crossings, curb ramps) needed to provide safe and convenient pedestrian access to and within the central city, regional centers, town centers, main streets, corridors and to the region's primary public transportation network.
2. **Objective:** Improve street amenities (e.g., landscaping, pedestrian-scale street lighting, benches and shelters) affecting the pedestrian and transit user near and within the central city, regional centers, town centers, main streets, corridors and the primary transit network.

**Goal 3: Provide for pedestrian access, appropriate to existing and planned land uses, street classification and public transportation service, as a part of all transportation projects.**

1. **Objective:** Focus priority among regionally funded pedestrian projects on those projects which are most likely to increase pedestrian travel, improve the quality of the pedestrian system, and help complete pedestrian networks near and within the central city, regional centers, town centers, main streets, corridors and LRT station communities.
2. **Objective:** Integrate pedestrian access needs into planning, programming, design and construction of all transportation projects.

**Goal 4: Encourage motorists, bicyclists and pedestrians to share the roadway safely.**

1. **Objective:** Coordinate regional efforts to promote safe use of roadways by motorists, bicyclists and pedestrians through a public awareness program.
2. **Objective:** Expand upon local traffic education programs to provide region wide coverage, and actively distribute safety information to local jurisdictions, law enforcement agencies, schools and community organizations that informs and educates motorists, bicyclists and pedestrians.

### **Regional Transportation Demand Management Program**

The following describes the goals, objectives and performance measures for the region's transportation demand management program:

#### **Regional Transportation Demand Management**

Transportation demand management (TDM) is not one action, but rather a series of actions to promote shared ride and the use of alternative modes, especially during the most congested times of the day. The term TDM encompasses the strategies, techniques and supporting actions that

encourage non-single occupant vehicle travel (i.e., transit, walk, bike, carpool and telecommute), as well as measures to reduce per-capita vehicle miles traveled (VMT).

The primary benefit of managing travel demand is to minimize the need to expand the capacity of the region's transportation system (i.e., building new highways or adding lanes to existing highways) and make more efficient use of non-SOV modes (transit, walk, bike, carpool and telecommute) of travel. Managing travel demand will also help the region reduce overall per-capita vehicle travel, reduce air pollution and maximize energy conservation in a relatively low-cost manner.

An important consideration for selecting demand management measures is to combine those that are mutually supportive into a comprehensive program. This approach is important to the success of TDM because of the close linkages between many TDM measures and programs at the regional and local level. Therefore, local jurisdictions should consider the design of demand management measures in a comprehensive manner in the preparation of local system plans and incorporate policies that implement those combinations of TDM measures that best support regional goals and that meet local needs for both work and non-work travel.

In addition, the state's Transportation Planning Rule (TPR) requires a 10 percent reduction in VMT per capita by 2015 and a 10 percent reduction in parking spaces per capita by 2015. In order to provide for maximum achievement of the TPR, air quality and accessibility goals, local jurisdictions should incorporate policies that support and help implement the TDM measures and projects listed in Chapter 5.

The following describes the region's TDM program goals, and objectives and performance measures. Goals and objectives are in part to assist the region to meet state goals for reducing parking and vehicle miles per capita. It is understood that TDM strategies will be area specific following further analysis as part of the systems element of the RTP (scheduled to be completed in December 1996). Consequently, many of the TDM policies may not be applicable to areas such as the Central City where significant transportation demand management, public transportation and other alternative mode actions are in place as a result of the Central City Transportation Management Plan (CCTMP).

#### **Regional TDM Program Goal and Objectives**

The function of TDM support programs are to: (1) provide the physical amenities necessary to make non-SOV modes more attractive; (2) provide incentives (monetary and non-monetary) to encourage people to use non-SOV modes; and (3) remove barriers such as regulation and/or restrictions that would make it more difficult for people to choose non-SOV modes; and (4) reduce travel demand.

TDM support programs are designed to help the region achieve the TPR VMT per capita and parking space per capita reduction goals, complement local jurisdiction efforts to assist employers in implementing measures to meet DEQ's Employee Commute Options (ECO) rule, and to help the region achieve its 2040 Growth Concept land use accessibility goals.

**Goal 1: Enhance mobility and support the use of alternative transportation modes by improving regional accessibility to public transportation, carpooling, telecommuting, bicycling and pedestrian walking options.**

1. **Objective:** Provide transit supportive design and infrastructure in 2040 Growth Concept central city, regional centers, town centers, station communities, main streets and along designated transit corridors.
2. **Objective:** Develop and encourage local access to Tri-Met's regional carpool matching database.
3. **Objective:** Coordinate with Tri-Met on the provision of regional vanpool service to major employment centers.

**Goal 2: Promote policies and strategies that reduce travel by single occupant vehicles (SOV) in order to help the region achieve the 10 percent reduction in vehicle miles traveled (VMT) per capita and 10 percent reduction in parking spaces per capita as required by the Transportation Planning Rule (TPR) over the planning period, and that improve air quality.**

1. **Objective:** Implement appropriate parking ratios and investigate other measures throughout the region that reduce parking demand or lead to more efficient parking design options.
2. **Objective:** Support efforts to provide maximum allowable tax benefits and subsidies to users of alternative modes of transportation
3. **Objective:** Conduct further study of market-based strategies such as parking pricing, congestion pricing and parking-cash out as measures to promote more compact land use development, increase alternative mode shares, and to reduce VMT and encourage more efficient use of resources.
4. **Objective:** Investigate the use of HOV lanes to reduce roadway congestion.

**Goal 3: Provide incentives for employers and developers to build/locate in the 2040 Growth Concept central city, regional centers, town centers, station communities and transit corridors to promote more compact land use.**

1. **Objective:** Provide density bonus for employers and developers who locate or build in the central city, regional centers, town centers, station communities and along transit corridors.
2. **Objective:** As conditions permit, provide lower than average ~~reduce the average~~ local traffic impact fees for development in the 2040 Growth Concept central city, regional centers, town centers, station communities and transit corridors.

3. **Objective:** Include transit oriented design guidelines in local development approval process.

**Goal 4:** Continue to coordinate efforts to promote TDM at the regional and local level.

1. **Objective:** Continue to use the TDM Subcommittee as a forum to discuss TDM issues and implementation procedures.
2. **Objective:** Provide TDM materials that outline available the regional programs and services to the public and to local jurisdictions in the region that are available.

**Goal 5:** Implement TDM support programs to reduce the need to travel, and to make it more convenient for people to use alternative modes for all trips throughout the region.

1. **Objective:** Encourage development of public/private TDM partnerships with service providers.
2. **Objective:** Promote the establishment of Transportation Management Associations (TMAs) in areas identified as major employment, retail and/or regional centers.
3. **Objective:** Work with local jurisdictions and neighborhood organizations to develop citizen outreach efforts to provide options and marketing material to residential areas.
4. **Objective:** Promote flexible work hours and/or compressed work weeks for employees with public and private sector employers.
5. **Objective:** Work with local employers to promote telecommuting as a viable option for commuting (this can include the establishment of centralized telecommute centers).
6. **Objective:** Allow use of HOV lanes by motorcycles with single riders in order to further reduce congestion.

**Goal 6:** Increase public knowledge and understanding about TDM as a tool to reduce congestion, reduce air pollution, implement the 2040 Growth Concept and to help the region meet the TPR VMT per capita and parking per capita reduction targets.

- ~~1. **Objective:** Expand Tri-Met's public outreach and education program.~~
21. **Objective:** Maintain information on TDM services available for local employers.
32. **Objective:** Promote public sector involvement in employer-based TDM programs and provide examples of successful programs.

#### ***TDM Infrastructure/ Support Programs***

#### ***Parking Management***

~~[Note: the parking section is still being developed and coordinated with the results of the parking inventory and implementation of Growth Concept interim measures for parking.]~~

—The state's Transportation Planning Rule (TPR) requires that the Regional Transportation Plan (RTP) include methods to reduce parking spaces per capita by 10 percent over the next 20 years. The requirement is one aspect of the rule's overall objective to reduce single-occupant vehicle travel, promote alternative modes and encourage pedestrian friendly urban areas. However, the mode of travel used to make a trip is directly influenced by the convenience and cost of parking. As parking in densely developed areas becomes less convenient and more costly, alternative modes of travel become relatively more attractive. In addition, as alternative modes of travel are increasingly used for work trips, scarce parking spaces are released for shopping and other non-work purposes. Parking management is therefore particularly important in areas that are currently developed at high densities (Central City) and in areas planned for new high-density development such as Regional Centers and Town Centers:

—In addition, parking management programs should be complementary to other TDM strategies aimed at meeting DEQ's Parking Ratio Rule and to those aimed at increasing both ridesharing and public transportation use.

### Regional Parking Management

The State Transportation Planning Rule (TPR) requires that the Regional Transportation Plan (RTP) include methods to reduce non-residential parking spaces per capita by 10 percent over the next 20 years (by 2015). The requirement is one aspect of the rule's overall objective to reduce per-capita vehicle miles traveled (VMT), promote alternative modes and encourage pedestrian and bicycle friendly development.

The mode of travel is directly influenced by the convenience and cost of parking. As auto parking in densely developed areas becomes less convenient and more costly, alternative modes of travel (e.g., public transportation, bicycle, walk and telecommute) become relatively more attractive. In addition, as alternative modes of travel are used more for work and non-work trips, the demand for scarce parking decreases. The reduction in demand will allow the region to develop more compactly and provide the opportunity for redevelopment of existing parking into other important and higher end uses.

The regional parking management program is designed to be complementary to the Transportation Demand Management (TDM) element of the RTP, meet the 10 percent reduction in parking spaces per capita required by the Transportation Planning Rule (TPR), assist with implementation of the Department of Environmental Quality's voluntary parking ratio program contained in the region's Ozone Maintenance Plan, and support the implementation of the "Interim Parking" measures adopted in the Regional Framework Plan-Urban Growth Management Functional Plan.

### Regional Parking Goals and Objectives

Goal 1: Reduce the demand for parking by increasing the use of alternative modes for accessing the central city, regional centers, town centers, main streets and employment areas.

1. Objective: Encourage the designation of preferential parking stalls for carpool, vanpool, motorcycle, bicycle and moped parking at major retail centers, institutions and employment centers.
2. Objective: Consider the redesignation of existing parking as park-and-ride spaces.
3. Objective: Consider the use of timed parking zones.

**Goal 2: Reduce the number of off-street parking spaces per capita.**

1. Objective: Promote the use and development of shared parking spaces for commercial and retail land uses.
2. Objective: Require no more parking in designated land uses than the minimum as shown in the Regional Parking Standards Table shown in Title 2 of the Urban Growth Management Functional Plan
3. Objective: Establish parking maximums at ratios no greater than those listed in the Urban Growth Management Functional Plan parking standards table under Zone A (Appendix 1)

(note: Parking spaces are subject to the regional parking maximums. Parking spaces in structures may apply for limited increases in this ratio, not exceeding 20%. Parking for vehicles that are for sale, lease, or rent are exempt from the standard). The criteria for zone A is defined as:

- within 1/4 mile of bus stops with 20 minute or less headways in the A.M. and P.M. peak hours with existing service or an adopted Tri-Met 5-year service plan; or
- within 1/2 mile of light rail stations; or
- within a 2040 Growth Concept design type (except neighborhoods).

(Distances are calculated along public rights-of-way and discounted for steep slopes. It is recommended that cities or counties also include within Zone A non-residential areas with a good pedestrian environment within a 10-minute walk of residential areas with street and sidewalk designs and residential densities which can be shown to have significant non-auto mode choices. Zone B is the rest of the region)

5. Objective: Establish parking maximums (see notation in Objective 2) at ratios no greater than those listed in the Regional Parking Standards Table under Zone B for areas outside of Zone A.

**Goal 3: Provide regional support for implementation of the voluntary parking provisions of the Portland region's Ozone Maintenance Plan.**

1. Objective: Allow property owners who elect to use the minimum parking ratios shown in the Regional Parking Standards Table as maximum ratios to be exempted from the Employee Commute Options (ECO) program.
2. Objective: Provide priority DEQ permit processing to land owners who elect to use the minimum parking ratios as maximum ratios.

**Goal 4: Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers, main streets and employment centers to support the 2040 Growth Concept and related RTP goals and objectives.**

1. Support local adoption of parking management plans within the central city, regional centers, town centers, main streets and employment centers.

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## **Glossary**





METRO

## Chapter 1 Glossary

**Accessibility** - The ability to move easily from one mode of transportation to another mode or to a given land use destination. This is determined by the spatial distribution of potential destinations, the ease of reaching each destination and the magnitude, quality and character of the activities found there. The less that travel costs in time and money, the more places that can be reached within a certain budget, the greater the accessibility. Accessibility is governed by both land use patterns and the number of travel alternatives provided by the transportation system.

**Access Management** - The principles, laws and techniques used to control access off and onto streets, roads and highways from roads and driveways. One of the primary purposes of controlling access is to reduce conflicts between motor vehicles, pedestrians and bicyclists. Examples of access management include limiting or consolidating driveways, selectively prohibiting left turn movements at and between intersections and using physical controls such as signals and raised medians.

**Air Quality Conformity** - This term refers to the Clean Air Act Amendments of 1990 which require the metropolitan region to document with computer modeling that regionally significant transportation projects, if built, would result in (1) automotive emissions lower than those estimated to have occurred in 1990; (2) lower emissions than would result without building the project; and (3) total emissions lower than the "mobile source budget" adopted in the regional air quality maintenance plan.

**Alternative Transportation Mode** - This term refers to all passenger modes of travel except for single occupancy vehicle, including bicycling, walking, public transportation, carpooling and vanpooling.

**Advanced Traffic Management System (ATMS)** - This term refers to traffic management techniques that use computer processing and communications technologies to optimize performance of motor vehicle, freight and public transportation systems. ATMS is a subset of Intelligent Transportation System (ITS) technologies and must be addressed as one of the sixteen ISTEA planning factors.

**Americans With Disabilities Act (ADA) of 1990** - Civil rights legislation enacted by the U.S. Congress that mandates the development of a plan to address discrimination and equal opportunity for disabled persons in employment, transportation, public accommodation, public services and telecommunications. Tri-Met's ADA transportation plan outlined the requirements of the ADA as applied to Tri-Met services, the deficiencies of the existing services when compared to the requirements of the new Act and the remedial measures necessary to bring Tri-Met and the region into compliance with the Act. Metro, as the region's Metropolitan Planning Organization (MPO) is required to review Tri-Met's ADA Paratransit Plan annually and certify that the plan conforms to the Regional Transportation Plan. Without this certification, Tri-Met cannot be found to be in compliance with the ADA. ADA also affects the design of pedestrian facilities being constructed by local governments.

**Bicycle** - A vehicle having two tandem wheels, a minimum of 14" in diameter, propelled solely by human power, upon which a person or persons may ride. A three-wheeled adult tricycle is considered a bicycle. In Oregon, a bicycle is legally defined as a vehicle. Bicyclists have the same right to the

roadways and must obey the same traffic laws as the operators of other vehicles.

**Bicycle Facilities** - A general term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities, all bikeways and shared roadways not specifically designated for bicycle use.

**Bike Lane** - A portion of a roadway that has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.

**Bicycle Network** - A system of connected bikeways that provide access to and from local and regional destinations and to adjacent bicycle networks.

**Bikeway** - A bikeway is created when a road has the appropriate design treatment for bicyclists, based on motor vehicle traffic volumes and speeds. On-road bikeways include shared roadway, shoulder bikeway, bike lane or bicycle boulevard design treatments. Another type of bikeway design treatment, the multi-use path, is separated from the roadway.

**Capacity** - The maximum number of vehicles (vehicle capacity) or passengers (person capacity) that can pass over a given section of roadway or transit line in one or both directions during a given period of time under prevailing roadway and traffic conditions.

**Central City Transportation Management Plan (CCTMP)** - A plan created by the city of Portland to establish an overall policy framework in which to support growth in the Central City while managing its parking and transportation system.

**Citizen Advisory Committee (CAC)** - Selected for a specific issue, project, or process, a group of citizens volunteer and are appointed by Metro to represent citizen interests. The RTP citizen advisory committee reviews regional transportation issues.

**Clean Air Act Amendments of 1990** - Amendments to the Clean Air Act which specify that no transportation project, whether federally or locally funded, may interfere with attainment or maintenance of federal air quality standards. With respect to transportation planning, this requirement means that the Federal Highway Administration and the Federal Transit Administration must affirm that all regionally significant transportation projects must be identified in the Metro Transportation Improvement Program and must be demonstrated to conform with the 1982 Oregon State (Air Quality) Implementation Plan (SIP). Note: The SIP is currently being amended to show Portland-area attainment of national air quality standards and methods adopted to maintain the standards for a 20-year period. EPA approval of the SIP amendment is expected in late 1997.

**Community** - For the purposes of the RTP, this term refers to informal subareas of the region, and may include one or more incorporated areas and adjacent unincorporated areas that share transportation facilities or other urban infrastructure. For example, references to the east Multnomah County community usually includes the cities of Gresham, Troutdale, Fairview and Wood Village, and unincorporated areas that abut these jurisdictions (see "Regional").

**Congestion Management System (CMS)** - The CMS is one of the six management systems required by ISTEA. The CMS is to provide "information on transportation system performance and alternative strategies to alleviate congestion and enhance mobility." A key provision of CMS is that consideration must be given to a variety of demand reduction and operational management strategies as alternatives to increases in single occupant vehicle capacity when addressing deficiencies. This includes methods to monitor and evaluate performance, identify alternative actions, assess and implement cost-effective actions and evaluate the effectiveness of implemented actions.

**Congestion Pricing** - A transportation management tool which applies market pricing principles to roadway use. This tool involves the use of user surcharges or tolls on congested facilities during peak traffic periods. The theory of peak period pricing suggests that charging drivers per mile of travel during the congested times of the day will relieve traffic congestion by discouraging some vehicle trips and shifting others to alternative modes, facilities, destinations or times of travel.

**Density Bonus** - This term refers to allowing developers to build at higher densities than stated in local zoning code. This incentive is designed to promote more compact development, reduce trip lengths and promote alternative modes of travel.

**Employee Commute Options (ECO) Rule** - The ECO Rule is part of House Bill 2214 which was adopted by the 1992 Legislature. The Rule directs the Department of Environmental Quality to institute an employee trip reduction program. The Rule is designed to reduce 10 to 20 percent of commuter trips for all businesses that employ 50 or more persons at a single site.

**Freight Intermodal Facility** - An intercity facility where freight is transferred between two or more modes (e.g., truck to rail, rail to ship, truck to air, etc.)

**Functional Plan** - A limited purpose multi-jurisdictional plan for an area or activity having significant district-wide impact upon the orderly and responsible development of the metropolitan area that serves as a guideline for local comprehensive plans consistent with ORS 268.390.

**Greater Metropolitan Region** - Defined as the greater area surrounding and including Metro's jurisdictional area, including parts of Multnomah, Clackamas and Washington counties as well as urban areas in Marion, Columbia and Yamhill counties (see "Metropolitan Region").

**Growth Concept** - A concept for the long-term growth management of our region, stating the preferred form of the regional growth and development, including if, where, and how much the urban growth boundary should be expanded, what densities should characterize different areas, and which areas should be protected as open space.

**High Occupancy Vehicle (HOV)** - This term refers to vehicles that are carrying two or more persons, including the driver. An HOV could be a transit bus, vanpool, carpool or any other vehicle that meets the minimum occupancy requirements of the specific facility. In practice, only vehicles with two or three or more persons would be able to use a designated "HOV" travel lane.

**Intermodal Facility** - A transportation element that accommodates and interconnects different modes of transportation and serves the statewide, interstate and international movement of people and goods. *See also passenger intermodal facility and freight intermodal facility definitions.*

**Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991** - The most recent federal highway/transit public transportation funding reauthorization, which among other features provides regions and states with additional funding funds the national highway system and gives states and local governments 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 consider such issues as land use planning, energy conservation, intermodal connectivity, and methods to enhancement of transit service. Finally, the Act integrates transportation planning with achievement of the air quality conformity requirements embodied in the Clean Air Act Amendments of 1990 and State air quality plans and needs identified through the management systems.

**Joint Policy Advisory Committee on Transportation (JPACT)** - A 17-member committee that consists of local-area elected officials from area cities and counties as well as leaders from public agencies in the region with an interest in transportation, Metro councilors and other transportation officials who coordinate transportation decisions for the region. This committee's role is to evaluate transportation needs and coordinate transportation decisions for the region, and give recommendations to the Metro Council.

**Land Conservation and Development Commission (LCDC)** - The 7-member directorship of Oregon's statewide planning program. The LCDC is responsible for approving comprehensive land use plans promulgating regulations for each of the statewide planning goals.

**Local Comprehensive Plan** - A generalized, coordinated land use map and policy statement of the governing body of a city or county that inter-relates all functional and natural systems and activities related to the use of land, consistent with state law.

**Metro** - The regional government and designated Metropolitan Planning Organization (MPO - see below) of the Portland metropolitan area. It is governed by a 7-member Metro Council (see below) elected by and representing districts within Metro's jurisdictional boundaries: Multnomah County and generally the urban portions of Clackamas and Washington Counties. Metro is responsible for the Washington Park Zoo, solid waste landfills, the Oregon Convention Center, the Portland Center for the Performing Arts, establishing and maintaining the Urban Growth Boundary (UGB - see below), and for regional transportation planning activities such as the preparation of the RTP (see below), and the planning of regional transportation projects including light-rail.

**Metro Committee for Citizen Involvement (MCCI)** - A committee composed of citizen representatives from the Tri-Counties area, to "advise and recommend actions to the Metro Council on matters pertaining to citizen involvement."

**Metro Council** - A committee composed of 7 members (formerly 13) elected from districts throughout the metropolitan region (urban areas of Clackamas, Multnomah and Washington counties). The Council approves Metro policies, including transportation plans, projects and programs recommended by the Joint Policy Advisory Committee on Transportation (JPACT - see above).

**Metro Policy Advisory Committee (MPAC)** - A committee established by the Metro Charter and composed of local elected officials (including representatives from Clark County, WA and the State of Oregon), MPAC is responsible for recommending to the Metro Council adoption of or amendment to any element of the Charter-mandated Regional Framework Plan.

**Metropolitan Planning Organization (MPO)** - An individual agency designated by the state governor in each federally recognized urbanized area to coordinate transportation planning for that metropolitan region. Metro (see above) is that agency for Clackamas, Washington and Multnomah Counties; for Clark County, Washington, that agency is the Southwest Washington Regional Transportation Council (SWRTC, formally the Intergovernmental Resource Center - see below).

**Metropolitan Region** - Defined as the area included within Metro's jurisdictional boundary, including parts of Multnomah, Clackamas and Washington counties (see "Greater Metropolitan Region").

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

**Mobility** - The ability to move people and goods from place to place, or the potential for movement. Mobility reflects the spatial structure of the transportation network and the level and quality of its service. Mobility is determined by such characteristics as road capacity and design speed.

**Motor Vehicle Level of Service (LOS)** - A qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience and safety. An LOS rating of "A" through "F" describes the traffic flow on streets and highways and at intersections. The following table describes general traffic flow characteristics for each level of service on a street or highway:

<b><u>LOS</u></b>	<b><u>Traffic Flow Characteristics</u></b>
<b><u>A</u></b>	<b><u>Virtually free flow; completely unimpeded</u></b>
<b><u>B</u></b>	<b><u>Stable flow with slight delays; reasonably unimpeded</u></b>
<b><u>C</u></b>	<b><u>Stable flow with delays; less freedom to maneuver</u></b>
<b><u>D</u></b>	<b><u>High density but stable flow</u></b>
<b><u>E</u></b>	<b><u>Operating conditions at or near capacity; unstable flow</u></b>
<b><u>F</u></b>	<b><u>Forced flow, breakdown conditions</u></b>
<b><u>Greater than F</u></b>	<b><u>Demand exceeds roadway capacity, limiting volume than can be carried and forcing excess demand onto parallel routes and extending the peak period</u></b>

**Source:** 1985. Highway Capacity Manual (A through F descriptions)  
Metro (>F Description)

**Multi-use Path** - A bikeway path that is physically separated from motor vehicle traffic by an open space or barrier and is either within the highway right-of-way or within an independent right-of-way, used by bicyclists, pedestrians, joggers, skaters and other non-motorized travelers.

**Neighbor City** - Nearby incorporated cities with separate urban areas from the Metro urban area, but connected to the metropolitan area by major highways. Neighbor cities include Sandy, Estacada, Canby, Newberg, North Plains and Scappoose.

**Oregon Bicycle and Pedestrian Plan** - An element of the Oregon Transportation Plan, this plan offers the general principles and policies that ODOT follows to provide bikeways and walkways along state highways. This plan also provides guidance to cities and counties, as well as other organizations and private citizens, in establishing bicycle and pedestrian facilities on local transportation systems.

**Oregon's Statewide Planning Goals** - The 19 goals which provide a foundation for the state's land use planning program. The 19 goals can be grouped into four broad categories: land use, resource management, economic development, and citizen involvement. Locally adopted comprehensive plans and regional transportation plans must be consistent with the statewide planning goals.

**Oregon Transportation Plan (OTP)** - The State's official statewide, intermodal transportation plan that will set priorities and state policy in Oregon for the next 40 years. The plan, developed by the Oregon Department of Transportation through the statewide transportation planning process, responds to federal ISTEA requirements (see above) and Oregon's Transportation Planning Rule (TPR - see below).

**Park-and-Ride** - A mode of travel, usually associated with movements between work and home, that involves use of a private auto on one portion of the trip and a transit vehicle (i.e., a bus or a light rail vehicle) on another portion of the trip. Thus, a park-and-ride trip could consist of an auto trip from home to a parking lot, and transfer at that point to a bus in order to complete the trip to work.

**Parking Cash-Out** - This term refers to a transportation demand management strategy where the market value of a parking space is offered to an employee by the employer. The employee can either spend the money for a parking space, or pocket it and then use an alternative mode to travel to work. Measures such as parking cash-out provide disincentives for commuting by single occupancy vehicles.

**Passenger Intermodal Facility** - The hub for various statewide, national and international passenger modes and transfer points between modes (e.g., airport, bus and train stations).

**Pedestrian** - A person on foot, in a wheelchair or walking a bicycle.

**Pedestrian Facility** - A facility provided for the benefit of pedestrian travel, including walkways, crosswalks, signs, signals, illumination and benches.

**Public Transportation** - This term refers to both publicly and privately funded transportation serving the general public, including fixed-route bus and rail service, inter-city passenger bus and rail service, dial-a-ride and demand responsive services, client transport services and commuter/rideshare programs. For the purposes of the RTP, school buses and taxi subsidy programs are not included in this definition.

**Regional** - For the purposes of the RTP, this term refers to large subareas of the region, or the entire region, and usually includes many incorporated areas and adjacent unincorporated areas that share major transportation facilities or other urban infrastructure (see "Community").

**Regional Framework Plan** - Required of Metro under the Metro Charter, the Regional Framework Plan must address nine specific growth management and land use planning issues (including transportation), with the consultation and advice of MPAC (see above). To encourage regional uniformity, the regional framework plan shall also contain model terminology, standards and procedures for local land use decision making that may be adopted by local governments.

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

**Regional Urban Growth Goals and Objectives (RUGGOs)** - An urban growth policy framework that represents the starting point for the agency's long-range regional planning program.

**Right-of-Way (ROW)** - This term refers to publicly-owned land, property or interest therein, usually in a strip, within which the entire road facility (including travel lanes, medians, sidewalks, shoulders, planting areas, bikeways and utility easements) must reside. The right-of-way is usually defined in feet and is acquired for or devoted to multi-modal transportation purposes including bicycle, pedestrian, public transportation and vehicular travel.

**Rural Area** - Those areas located outside the Metro Urban Growth Boundary (UGB).

**Shared Roadway** - A type of bikeway where bicyclists and motor vehicles share a travel lane.

**Sidewalk** - A walkway separated from the roadway with a curb, constructed of a durable, hard and smooth surface, designed for preferential or exclusive use by pedestrians.

**Single-occupancy vehicle (SOV)** - This term refers to vehicles that are carrying one person.

**State Transportation Improvement Program (STIP)** - A federally required document that allocates transportation funds to a staged, multi-year, statewide, intermodal program of transportation projects with is consistent with the Statewide transportation plan and planning processes and metropolitan plans, TIPs and processes. The metropolitan TIP must be included in the STIP without change.

**Technical Advisory Committee (TAC)** - A group of technical staff from government agencies participating in the project. The TAC is responsible for producing the base technical information that will ultimately be used by local decision-makers to complete the project purpose.

**Telecommute** - This term refers to a transportation demand management strategy whereby an individual substitutes working at home for commuting to a work site on either a part-time or full-time basis.

**Traffic Calming** - A transportation system management technique that aims to prevent inappropriate through-traffic and reduce motor vehicle travel speeds on a particular roadway. Traditionally, this technique has been applied to local residential streets and collectors and may include speed bumps, curb extensions, planted median strips or rounds and narrowed travel lanes.

**Transit** - For purposes of the RTP, this term refers to publicly-funded and managed transportation services and programs within the urban area, including light rail, regional rapid bus, frequent bus, primary bus, secondary bus, mini-bus, paratransit and park-and-ride.

**Transit Level of Service** - The comfort, safety, convenience and utility of transportation service, measured differently for various types of transportation systems.

**Transit-Oriented Development** - A mix of residential, retail and office uses and a supporting network of roads, bicycle and pedestrian ways focused on a major transit stop designed to support a high level of transit use. Key features include: a mixed use center and high residential density.

**Transportation Demand Management (TDM)** - Actions, such as ridesharing and vanpool programs, the use of alternative modes, and trip-reduction ordinances, which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity.

**Transportation Disadvantaged/Persons Potentially Underserved by the Transportation System** - Those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

**Transportation Management Area (TMA)** - As defined in federal regulations, this term refers to "an urbanized area with population over 200,000" and "applies to the entire metropolitan planning area." All locations must meet certain standards and non-attainment TMA's must meet additional planning requirements.

**Transportation Planning Rule (TPR)** - The implementing rule of statewide land use planning goal (#12) dealing with transportation, as adopted by the State Land Conservation and Development Commission (LCDC - see above). Among its many provisions, the Rule includes requirements to preserve rural lands, reduce vehicle miles traveled (VMT) per capita by 20% in the next 30 years, reduce parking spaces and to improve alternative transportation systems.

**Transportation Policy Alternatives Committee (TPAC)** - Senior staff-level policy committee which reports and makes policy recommendations to JPACT (see above). 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 (SWRTC - see above); there are also six citizen representatives appointed by the Metro Council (see above).

**Transportation System Management (TSM)** - Strategies and techniques for increasing the efficiency, safety, capacity or level of service of a transportation facility without major new capital improvements. This may include programs that encourage transit, carpooling, telecommuting, alternative work hours, bicycling, walking, signal improvements, intersection channelization, access management, HOV lanes, etc ramp metering, incident response, targeted traffic enforcement and programs that smooth transit operations.

**Transportation System Plan (TSP)** - A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

**Tri-Met** - Tri-County Metropolitan Transportation District, which is the transit agency for most of Clackamas, Multnomah and Washington Counties.

**Urban Area** - Those areas located within the Metro Urban Growth Boundary (UGB).

**Urban Growth Boundary** - The politically defined boundary around a metropolitan area outside of which no urban improvements may occur (sewage, water, etc.). It is intended that the UGB be defined so as to accommodate all projected population and employment growth within a 20-year planning horizon. A formal process has been established for periodically reviewing and updating the UGB so that it accurately reflects projected population and employment growth.

**Urban Growth Management Functional Plan (UGMFP)** - A regional functional plan with requirements binding on cities and counties in the Metro region, as mandated by Metro's Regional Framework Plan. The UGMFP addresses such issues as accommodation of projected regional population and job growth, regional parking management, water quality conservation, retail in employment and industrial areas and accessibility on the regional transportation system. All cities and counties in the Metro region shall adopt changes to local comprehensive plans and zoning codes to address these issues within 24 months after the adoption of the UGMFP ordinance by the Metro Council.

**Walkway** - A hard-surfaced transportation facility built for use by pedestrians, including persons using wheelchairs. Walkways include sidewalks, paths and paved shoulders.

**Wide Outside Lane** - A wider than normal curbside travel lane that is provided for ease of bicycle operation where there is insufficient room for a bike lane or shoulder bikeway.



*Agenda Item Number 7.2*

**Resolution No. 2356, For the Purpose of Amending the FY 1996  
Metropolitan Transportation Improvement Plan to Update the  
Regional Transit System.**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING	)	RESOLUTION NO. 96-2356
THE FY 1996 METROPOLITAN TRANS-	)	
PORTATION IMPROVEMENT PROGRAM	)	Introduced by
TO UPDATE THE REGIONAL TRANSIT	)	Rod Monroe, Chair
PROGRAM	)	JPACT

WHEREAS, Tri-Met is the region's designated transit provider; and

WHEREAS, The Tri-Met Board has previously approved a five-year program of transit project priorities in cooperation with Metro and the region's other local jurisdictions; and

WHEREAS, Implementation of these priorities relies in part on federal revenue sources; and

WHEREAS, Metro must approve programming of federal funds that support transit projects in the urban portion of the Portland area in the Metropolitan Transportation Improvement Program; and

WHEREAS, Tri-Met has updated its previous programming assumptions to reflect federal appropriation of Section 5307 (former Section 9) funding assistance at levels less than previously assumed; and

WHEREAS, Tri-Met desires to allocate \$1.2 million of such funds to initiate construction of the Gresham Civic Neighborhood LRT station; and

WHEREAS, This represents a new project requiring Metro approval; and

WHEREAS, The station has been modeled in the federally approved FY 1996 Air Quality Conformity Determination; and

WHEREAS, All other requested revisions fall within previously approved policy direction and are therefore administrative in nature; now, therefore,

BE IT RESOLVED:

1. That the FY 1996 Metro TIP be amended to include allocation of \$1.2 million of Section 5307 funds to initiate construction of the Gresham Civic Neighborhood LRT station in FY 97.
2. That other miscellaneous administrative amendments within the scope of those encompassed by Metro Resolution No. 85-592 are authorized to reflect current schedule and cost changes to previously approved projects.
3. That these various amendments shall be incorporated into an FY 1996 Metropolitan Transportation Improvement Program which shall be incorporated without change into the 1996 State Transportation Improvement Program.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_,  
1996.

Jon Kvistad, Presiding Officer

TW:lnk  
96-2356.RES  
6-28-96

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 96-2356 FOR THE PURPOSE OF AMENDING THE FY 1996 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO UPDATE THE REGIONAL TRANSIT PROGRAM

Date: June 19, 1996

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

Approval of this resolution would amend the FY 96 Metropolitan Transportation Improvement Program to allocate \$1.2 million of Section 5307 (former Section 9) funds to construct an LRT station within the Gresham Civic Neighborhood. If approved, this allocation would contribute to drawdown of the cumulative \$7.8 million Section 5307 projected Authorization Reserve currently identified in the FY 98 program year. Combined with other recent staff-initiated administrative amendments of the program and new, more conservative multi-year program revenue estimates by Tri-Met, approval of this resolution would eliminate the balance of the Section 5307 program reserve. Finally, the resolution would authorize staff to pursue additional required amendments of the State TIP to incorporate the new project.

TPAC has reviewed the FY 96 MTIP amendment and recommends approval of Resolution No. 96-2356.

## FACTUAL BACKGROUND AND ANALYSIS

### Regional Support of the Civic Neighborhood Development

Tri-Met has requested Metro to program \$1.2 million of Section 5307 funds to initiate construction of a Gresham Civic Neighborhood LRT Station. Construction of the station is necessary to support successful implementation of the Civic Neighborhood mixed-use development in Gresham. The station constitutes one element of three interrelated, publicly-financed projects referred to as the Civic Neighborhood TOD program. The TOD program is needed to leverage higher densities than wholly private financing of the development would achieve.

One of the TOD projects -- the North-South Collector -- received \$1.844 million of Region 2040 Implementation funding in FY 95. These funds were awarded to subsidize construction of an amenity rich, multi-modal North-South collector that will provide principal market access to the site. Tri-Met has estimated that, by 2015, the new station, to be sited immediately adjacent to the collector, would realize higher boardings than nearly all other East County MAX stations combined. Tri-Met has already obligated \$80,000 of Section 5307 funds this year to complete Preliminary Engineering for the station, as approved in the FY 96 MTIP. The project was included in the transit network component of the 1996 Conformity Determination quantitative analysis jointly approved by FTA/FHWA.

Related Administrative Amendment of the Section 5307 Program

The current MTIP identifies a projected \$7.8 million cumulative program reserve in FY 98. Less than expected appropriations in FY 96 have caused Tri-Met to revise its program revenue estimates which eliminates approximately \$6 million of this projected reserve. This station project would contribute to additional drawdown. Accounting for these adjustments and other past staff-initiated administrative adjustments, the projected reserve would be eliminated; all anticipated Section 5307 revenue through FY 98 would be allocated to projects.

*Agenda Item Number 7.3*

**Resolution No. 2363, For the Purpose of Appointing Members to  
The Metro Committee for Citizen Involvement.**

**Metro Council Meeting  
Thursday July 25, 1996  
2:00 PM - Council Chamber**

**BEFORE THE METRO COUNCIL**

**FOR THE PURPOSE OF APPOINTING )  
MEMBERS TO THE METRO COMMITTEE )  
FOR CITIZEN INVOLVEMENT )  
)**

**RESOLUTION NO. 96-2363**

**Introduced by Susan McLain  
Metro Councilor**

**WHEREAS, The Metro Charter calls for the creation of an Office of Citizen Involvement, and the establishment of a citizens committee therein; and**

**WHEREAS, The Metro Council created said Office and approved the membership as submitted; and**

**WHEREAS, vacancies currently exist,**

**BE IT RESOLVED,**

**That the Metro Council confirms the following appointments for membership on the Metro Committee for Citizen Involvement (MCCI) identified in Exhibit A attached to the resolution.**

**ADOPTED BY THE METRO COUNCIL this \_\_\_\_\_ day of \_\_\_\_\_, 1996.**

\_\_\_\_\_  
**Jon Kvistad, Presiding Officer**

## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 96-2363 FOR THE PURPOSE OF CONFIRMING APPOINTEES TO THE METRO COMMITTEE FOR CITIZEN INVOLVEMENT**

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**Date: July 8, 1996**

#### **PROPOSED ACTION**

To adopt a resolution appointing new members to the MCCI. Council approval constitutes confirmation as required by the Metro Charter and Metro Code, Section 02.12.020.

#### **BACKGROUND**

These applicants have been reviewed by the current members of MCCI, and meet with their approval. At this time, the following applicants are being forwarded for Council approval:

**Robert H. Pung Sr.**  
**District 1**  
**Position 1**

**Joseph M. Schweller**  
**District 1**  
**Position 3**

**Leonard R. Berman**  
**District 3**  
**Position 8**

**Richard Schacht**  
**District 4**  
**Position 10**

**Angel Olson**  
**District 4**  
**Position 12**

**Ulrike R. Mengelberg**  
**District 6**  
**Position 17**

**Steve R. Johnson**  
**District 7**  
**Position 20**

**Copies of their applications are attached to the resolution for review.**



*Exhibit A*

**Applicants for Appointment to Metro Committee for Citizen Involvement (MCCI)**

**District 1                      Position 1**

**Robert H. Pung, Sr.  
2721 SE 148th  
Portland, OR 97236  
Occupation: Disabled**

**District 1                      Position 3**

**Joseph M. Schweller  
13409 SE Harold St.  
Portland, OR 97236  
Occupation: Construction Engineer**

**District 3                      Position 8**

**Leonard R. Berman  
8500 SW 70th Place  
Portland, OR 97223  
Occupation: Attorney**

**District 4                      Position 10**

**Richard Schacht  
780 SW Spring Lane  
Portland, OR 97225  
Occupation:**

**District 4                      Position 12**

**Angel Olson  
P.O. Box 55303  
Portland, OR 97238  
Occupation:**

**District 6                      Position 17**

**Ulrike R. Mengelberg  
7415 SE Madison  
Portland, OR 97215  
Occupation: Energy Planner**

District 7

Position 20

Steve R. Johnson

3707 SE Johnson Creek Blvd.

Portland, OR 97222

Occupation: Educator

Application forms for each of the above listed are attached, and as such,  
are part of Exhibit A.

APPLICATION FOR APPOINTMENT TO  
METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)

Interested in Appointment within District / Area: Committee For Citizen Involvement

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizens Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioshi, Metro, 600 N.E. Grand Avenue Portland Oregon 97232-2736. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encourage to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

PERSONAL DATA

Name: PUNG Robert H. SR.  
(Please type or print last name, first name, middle initial)

Residence Address: 3727 S.E. 148TH  
(include county) Portland, Oregon 97236

Mailing Address: P.O. Box 40707  
(if different) Portland, Oregon 97240

Occupation: Disabled

Phone Numbers: 761-1832 (Home)  (Business) Pager 790-8363 (Other) Voice message

Why are you interested in serving on the Metro CCI? I Have a Deep Interest  
in working in my Community To make it a Great  
Place To Live, And as something To Do as a Disabled  
Person, also To use my Knowledge, and Educate my  
Self and Stay Active.

Community Service Activities/Honors: See Attached Letters  
also serve on Budget Committee For Multnomah  
DH. Advisory Board For TALW-Access Technology.  
Legislative Committee For OAC Bill For Disabled.  
Tin-met CAT-Board

Educational Background: Job Corps 1967-7 rad  
Business Owner mgr. Marketing & mgmt Courses.  
ADA Trainer.

Metro References  
Mike Burton Bob Murrell  
Ed Washington Jon Karstad

OPTIONAL

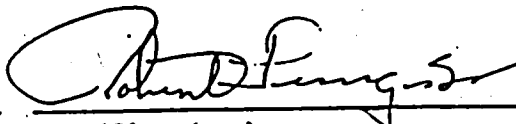
Nominating Group : \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with organization and why the applicant is deserving of such nominations.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and subcommittee meetings, and am willing to make such a commitment.

5-17-96  
(DATE)

  
(Signature)

DISTRICT 1 / PORTLAND 3

Metro Community News Release

APPLICATION FOR APPOINTMENT TO  
METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)Interested in Appointment within District / Area: SE PORTLAND

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizens Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioishi, Metro, 600 N.E. Grand Avenue Portland Oregon 97232-2736. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encourage to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

## PERSONAL DATA

Name: Schweiller, Joseph M.  
(Please type or print last name, first name, middle initial)Residence Address: 13409 SE HAROLD ST  
(Include county) PORTLAND, OR 97236Mailing Address: \_\_\_\_\_  
(if different) \_\_\_\_\_Occupation: CONSTRUCTION ENGINEERPhone Numbers: (503) 760-4293 (503) 236-6333  
(Home) (Business) (Other)

Why are you interested in serving on the Metro CCI? METRO CONTROLS  
development within the URBAN GROWTH  
BOUNDARY AND THE LIABILITY OF THE  
PORTLAND AREA. I WOULD LIKE TO BE PART  
OF KEEPING PORTLAND A DESIRABLE PLACE TO  
LIVE.

Community Service Activities/Honors: PARTICIPANT CHRISTMAS IN  
APRIL, DONATE GOODS AND SERVICES TO  
FISH AND FISH EMERGENCY.

Educational Background: BACHELOR OF SCIENCE MECHANICAL  
ENGINEERING; UNIVERSITY OF PORTLAND  
PROJECT MANAGEMENT CERTIFICATE; PORTLAND  
STATE UNIVERSITY

OPTIONAL

Nominating Group : \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with organization and why the applicant is deserving of such nominations.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and subcommittee meetings, and am willing to make such a commitment.

May 16, 1996  
(DATE)

Joseph McMiller  
(Signature)

APPLICATION FOR APPOINTMENT  
METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)

DISTRICT 3 / POSITION 8

Interested in Appointment to Position(s) #: 3

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizen Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioishi, Metro, 600 N.E. Grand Avenue, Portland, OR 97232. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encouraged to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

PERSONAL DATA

Name: Berman Leonard R.  
(Please type or print last name, first name, middle initial)

Residence Address: 8500 S.W. 70th Place  
(include county) Portland, Oregon 97223 (Washington)

Mailing Address:  
(if different)

Occupation: Attorney (sitting for Feb. Bar)

Phone Numbers: 245-2733  
(Home) (Business) (Other)

Why are you interested in serving on the Metro CCI? Your Willamette Week advertisement caught my attention. I am interested in community activism and possess strong communication skills. I relate well to people of all ages and backgrounds. I believe I can make a difference in the community.

Are you willing to serve as an alternate? Yes

Community Service Activities/Honors: I have volunteered in  
the community as a Big Brother, sing-along performer at nursing  
homes and children's hospitals. I currently assist petitioners  
at court in seeking restraining orders, as a volunteer with the  
with the Oregon Coalition Against Domestic and Sexual Violence, as well  
as participation with the Metropolitan Human Rights Commission.

Educational Background: J.D., University of Toledo, B.A. University  
of Toronto.

OPTIONAL

Nominating Group: \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with the organization and why the applicant is deserving of such nomination.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and sub-committee meetings, and am willing to make such a commitment.

12/13/94  
(Date)

x

[Signature]  
(Signature)



## DISTRICT 6/ POSITION 17

### APPLICATION FOR APPOINTMENT TO METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)

Interested in Appointment within District / Area: SOUTHWEST PORTLAND

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizens Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioishi, Metro, 600 N.E. Grand Avenue Portland Oregon 97232-2736. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encourage to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

#### PERSONAL DATA

Name: MENGELBERG, ULRIKE R  
(Please type or print last name, first name, middle initial)

Residence Address: 7415 SE MADISON  
(include county)

PORTLAND, OR 97215 MULTNOMAH

Mailing Address: \_\_\_\_\_  
(if different)

Occupation: ENERGY PLANNER

Phone Numbers: (503) 264-1488 (360) 750-7710  
(Home) (Business) (Other)

Why are you interested in serving on the Metro CCI? -INTERESTED IN REGIONAL PLANNING

- I WANT TO USE MY EDUCATIONAL BACKGROUND TO GIVE BACK TO THE COMMUNITY

- I WANT TO BECOME MORE INTIMATELY INVOLVED WITH MY COMMUNITY

- I AM NOW SETTLED AND ABLE TO DEVOTE TIME AND ENERGY TO THE COMMUNITY

- WITH PROPER PLANNING PORTLAND CAN GROW AND STILL REMAIN A LIVABLE CITY - I WANT TO BE A PART OF MAKING THAT HAPPEN.

-- more --

Community Service Activities/Honors: GROSS FELLOWSHIP 1991 - UNIVERSITY OF WISCONSIN - MADISON

FOUNDING MEMBER OF THE ENERGISTS SOCIETY, FORMED TO FACILITATE DISCUSSION  
OF ENERGY ISSUES

VOLUNTEER AT REGI KAWER HOSPITAL - 1979

Educational Background: MASTER OF SCIENCE - URBAN AND REGIONAL PLANNING

AND A CERTIFICATE IN ENERGY ANALYSIS AND POLICY - UNIVERSITY OF WISCONSIN - MADISON

BACHELOR OF SCIENCE - BUSINESS ADMINISTRATION - OREGON STATE UNIVERSITY

BACHELOR OF SCIENCE - PSYCHOLOGY - OREGON STATE UNIVERSITY

OPTIONAL

Nominating Group : \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with organization and why the applicant is deserving of such nominations.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and subcommittee meetings, and am willing to make such a commitment.

MAY 15 1996  
(DATE)

Heiko Mengelberg  
(Signature)

Distrid 4, Position 12

APPLICATION FOR APPOINTMENT TO  
METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)

Interested in Appointment to Position(s) #: 12

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizen Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioishi, Metro, 600 N.E. Grand Avenue, Portland, OR 97232. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encouraged to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

PERSONAL DATA

Name: Olsen, Angel  
(Please type or print last name, first name, middle initial)

Residence Address: 19319 NE Couch  
(include county) Gresham, Mult. Co., Or. 97230

Mailing Address:  
(if different)

Occupation: Unemployed

Phone Numbers: 461-7380  
(Home) (Business) (Other)

Why are you interested in serving on the Metro CCI? I helped  
write the original MCCI by-laws. I have been  
an alternate since MCCI's inception and  
would now like to serve as a full voting  
member.

Are you willing to serve as an alternate? No longer applicable

Community Service Activities/Honors: Current Chair - Rockwood  
Citizen's Neighborhood Association; Lecturer - Troutdale  
Grange; Member Reynolds High School 21<sup>st</sup> Century Site  
Council; Dist. 20 Leader - Mult. Co. Dem. Central Committee;  
Past Vice-Chair - Mult. Co. Citizen Involvement Committee;  
Past Vice-Chair - Rockwood Safety Action Team (Community Police Advisory  
Committee); Co-founder/Coordinator - Regional Institute for  
Citizen Participations in Government; past election board  
clerk; Campaign worker on several campaigns in local community  
Educational Background: BFA from Utah State University;  
Graduate work at Port State + Penn State.

OPTIONAL

Nominating Group: \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with the organization and why the applicant is deserving of such nomination.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and sub-committee meetings, and am willing to make such a commitment.

November 25, 1994  
(Date)

x David Olsen  
(Signature)

District 7  
position 201

## APPLICATION FOR APPOINTMENT TO METRO COMMITTEE FOR CITIZEN INVOLVEMENT

Interested in Appointment within district/area: SOUTHEAST

Name: Steve R. Johnson

Address: 3707 SE Johnson Creek Blvd. Portland, OR 97222. Multnomah

Occupation: Educator

Phone numbers: 725-4019 (work) 654-7948 (home)

Why are you interested in serving on the Metro CCI?

I have been involved in citizen involvement processes for over 25 years because I believe that citizen involvement is a fundamental part of American democracy. A good citizen involvement program can increase social capital, create a sense of ownership in public works and civic life, and produce higher quality products. I think Metro, as illustrated by its Greenspaces Program and 2040 Framework Plan, creates effective and efficient public participation programs. It hasn't always been true, as someone that remembers well the Johnson Creek Local Improvement District fiscal, can attest to. I would like to work with Metro to see the quality of its citizen involvement programs remain high. I firmly believe that Metro's role in the Portland Metropolitan region is critical to the long term health of our community, and that well informed citizens invested in Metro's planning process is a critical component of that vision

### Community Service Activities/honors:

- Northwest District Association member, 1976-1977
- Saturday Market, Founding group (1976)
- Friendly House, Executive Board (1977)
- Northwest Service Center, Founding Member
- Johnson Creek Watershed Council, Coordinator
- Mayor's Spirit of Portland award, 1991
- Southeast Caring Community Team member since 1993
- 40 Mile Loop Land Trust, Treasurer
- Neighborhood Information Communication Network and Civic Net, Initiator (City-wide computer network)
- Civics Program, Coordinate training program for citizens at PSU (Portland Traffic Class, Effective Citizen Participation, Watershed Management, Land Use)
- Neighborhood Windows Multi-media Exhibit, Oregon History Center, co-designer
- Neighborhood Information Profiles, comprehensive demographic profile, City of Portland
- Created base map Metro, others use for Portland Neighborhood Boundary map
- Provided baseline data for Comprehensive Affordable Housing Strategy, Housing and

Community Development, City of Portland

- Bureau of Environmental Services, Citizen Advisory Group
- Created WWW Pages on the Internet: Civic Net, Mayor Katz, Commissioner Hales, Metro Watershed Site, Oregon Civic Communications Coalition, Portland Neighborhoods
- Published Celebrating Community Strengths, with Portland Education Network and Multnomah County Board Chair's Office, a GIS-based report from six workshops involving 500 citizens describing strengths and resources in Portland area
- What Works, Hopeful Strategies for Portland's Children, Campbell Institute, Portland, OR
- City of Portland, Community Policing, Hiring Committee
- Housing and Community Development, Grant Selection Committee
- GreenCity Data Project, founder and member of council

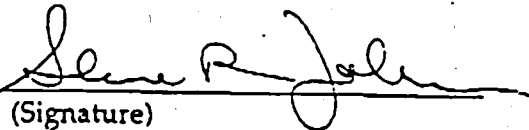
Educational Background: B.S. English Literature, Lewis and Clark College, 1967  
M.A., English Literature and Creative Writing, Bowling Green State University, 1968

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and subcommittee meetings, and am willing to make such a commitment

DATE

5 - 20 - 96

  
(Signature)

*Agenda Item Number 7.4*

**Resolution No. 2360, For the Purpose of Confirming the Nominations  
to Fill Vacancies on the Regional Parks and Greenspaces Advisory Committee**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONFIRMING	)	RESOLUTION NO. 96-2360
NOMINATIONS TO FILL VACANCIES	)	
ON THE REGIONAL PARKS AND GREENSPACES	)	Introduced by
ADVISORY COMMITTEE	)	Mike Burton, Executive Officer

WHEREAS, The Metro Council approved Resolution 94-2026A to establish the Regional Parks and Greenspaces Advisory Committee; and

WHEREAS, The Regional Parks and Greenspaces Advisory Committee meets monthly to review and advise on the policies, plans and programs of the Metro Regional Parks and Greenspaces Department; and

WHEREAS, Three (3) vacancies exist on the Regional Parks and Greenspaces Advisory Committee; and

WHEREAS, Resolution 94-2026A requires Council confirmation of nominees to the committee; now, therefore,

BE IT RESOLVED

1.) That the Metro Council hereby confirms three (3) nominees listed in Exhibit A to fill vacancies on the Regional Parks and Greenspaces Advisory Committee.

ADOPTED by the Metro Council on this \_\_\_\_ day of \_\_\_\_\_, 1996.

---

Jon Kvistad, Presiding Officer



## STAFF REPORT

### **CONSIDERATION OF RESOLUTION NO. 96-2360, FOR THE PURPOSE OF CONFIRMING NOMINATIONS TO FILL VACANCIES ON THE REGIONAL PARKS AND GREENSPACES ADVISORY COMMITTEE**

Date: June 26, 1996

Presented by: Ron Klein

#### BACKGROUND AND ANALYSIS

On October 13, 1994 Metro Council adopted Resolution 94-2026A to establish the Regional Parks and Greenspaces Advisory Committee. The purpose of the committee is to review, comment, and make recommendations related to policies, plans, programs, user fee structure, annual budget plans and similar issues facing the Metro Regional Parks and Greenspaces department. The committee only serves an advisory role and replaces the Greenspaces Policy Advisory Committee.

On March 23, 1995 Metro Council adopted Resolution 95-2105 to confirm the nominations of citizen applicants forwarded by the Executive Officer. The committee has 11 positions: one representative from each Metro Council district; one representative from Clackamas, Multnomah and Washington counties outside Metro boundaries; and one representative from Clark County. Attachment 1 lists current members serving on the Regional Parks and Greenspaces Advisory Committee.

Committee members typically serve a 3-year term. The vacancies are a result of 1-year terms assigned to charter members in Washington, Clackamas and Clark counties outside Metro boundaries in order to establish a staggered membership rotation.

Nominations for the 3 vacancies were solicited through announcements at public meetings, discussions with incumbent committee members, and discussions with Metro Councilors. All three incumbents have requested another term on the committee. Metro received one additional application for the Clackamas County position. The appointments for confirmation are made by the Executive Officer for Metro Council consideration (Exhibit A).

#### STAFF RECOMMENDATION

Staff recommends consideration of Rick Charriere, Faun Hosey and Julie Garver for confirmation to the three (3) vacant positions on the Regional Parks and Greenspaces Advisory Committee as forwarded to the Metro Council by the Executive Officer. This recommendation provides the greatest opportunity for citizen involvement in Metro activities. Incumbent Ric Buhler currently serves on MCCI.

#### EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 96-2360.

## **Metro Regional Parks and Greenspaces Advisory Committee Roster**

### **District # 1**

Robert Akers (Bob), Chairman  
1038 S.E. 224th, Gresham, OR 97030  
(h) 665-5519 or (w) 762-3206 / (fax) 762-3236  
(Term expires March 31, 1997)

### **District # 2**

Ivy Frances,  
1038 Bayberry Rd., Lake Oswego, OR 97034  
(h) 635-6203 or (w) 823-5326 / (fax) 823-6995  
(Term expires March 31, 1998)

### **District # 3**

John Griffiths  
10245 S.W. 153rd Ave., Beaverton, OR 97007  
(h) 524-6170 or (w) 696-5253 / (fax) 696-5434  
(Term expires March 31, 1997)

### **District # 4**

Jim Battan  
1804 SE 73rd Avenue, Hillsboro, OR 97123  
591-5265  
(Term expires March 31, 1998)

### **District # 5**

J. Michael Reid  
2920 N.E. 24th Avenue, Portland, OR 97212  
281-4104  
(Term expires March 31, 1997)

### **District # 6**

Brian Scott  
1725 NE 61st Avenue, Portland, OR 97213  
281-9710 or (w) 275-7462 / (fax) 275-7462  
(Term expires March 31, 1998)

### **District # 7**

Katharine Diack  
1041 S.W. Westwood Ct., Portland, Oregon 97201  
246-6572  
(Term expires March 31, 1997)

**Clackamas County, outside Metro boundary (VACANCY)**

Ric Buhler  
13005 S.E. Lusted Rd., Bull Run, OR 97055  
668-3618 / (fax) 668-5235  
(Term expired March 31, 1996; currently serving)

**Multnomah County, outside Metro boundary**

Seth Tane  
13700 NW Newberry Road, Portland, OR 97231  
286-6339 / (fax) 735-0337  
(Term expires March 31, 1999)

**Washington County, outside Metro boundary (VACANCY)**

Faun Hosey  
13515 N.W. Jackson Quarry Rd., Hillsboro, OR 97124  
(h) 647-3286 or (w) 649-4643 / (fax) 642-5536  
(Term expired March 31, 1996; currently serving)

**Clark County, Washington (VACANCY)**

Julie Garver  
1301 Officers Row, Vancouver, WA 98661  
(w) (360) 693-3103 / (fax) (360) 693-3192  
(Term expired March 31, 1996; currently serving)

**Metro Staff**

Charles Ciecko, Director  
Metro Regional Parks and Greenspaces  
600 NE Grand Ave., Portland, Oregon 97232  
797-1843 / (fax) 797-1849

Ron Klein  
Metro Regional Parks and Greenspaces  
600 NE Grand Ave., Portland, Oregon 97232  
797-1774 / (fax) 797-1849

**Liaison to Metro Council**

Councilor Patricia McCaig  
600 N.E. Grand Ave., Portland, Oregon 97232  
797-1889  
"ex officio" appointed by the Metro Presiding Officer

**REGIONAL PARKS AND GREENSPACES ADVISORY COMMITTEE**

**Nominations Forwarded by the Executive Officer to the Council for Conformation**

**Clackamas County outside Metro boundaries**

**Rick Charriere** - Oregon City School District volunteer, Plumbers Joint Apprenticeship and Training Committee

**Washington County outside Metro boundaries**

**Faun Hosey (incumbent)** - Metro Regional Parks and Greenspaces Advisory Committee; Jackson Bottom Steering Committee; Green City Data Project; Friends of Historic Hillsboro Helvetia Community Association

**Clark County**

**Julie Garver (incumbent)**- Metro Regional Parks and Greenspaces Advisory Committee; City of Vancouver- Marshall House; neighborhood activities; Housing Authority Citizens Advisory Committee

**CITIZENS ADVISORY COMMITTEE: APPLICATION FORM**

**Metro Regional Parks and Greenspaces Department**

**Application Deadline: May 31, 1996**

**Return to: Ron Klein, Metro Regional Parks and Greenspaces  
600 N.E. Grand Ave., Portland, OR 97232-2736**

**NAME** RICK CHARRIERE

**ADDRESS** 19395 S FISCHERS HILL

**CITY / STATE / ZIP** OREGON CITY, OR 97045

**PHONE** HM 631-8140 / WK 655-9161 **FAX** 655-1726

**EMPLOYER** MP PLUMBING COMPANY, INC.

**ADDRESS** PO BOX 393 CLACKAMAS, OR 97015

**WORK PHONE** 655-9161 **WORK FAX** 655-1726

**SIGNATURE** 

1. List and describe prior and current experience in parks, greenspaces, open space and recreational programs, activities, and issues. List the dates (month/year) served. *(You may use extra sheets of paper if necessary.)*

SEE ATTACHED

2. List and describe other civic, community and neighborhood activities that you have been involved in. Also list the advisory boards that you have served on as a volunteer. List the dates (month/year) served.

SEE ATTACHED

3. Why are you interested in serving on Metro's Regional Parks and Greenspaces Citizens Advisory Committee?

SEE ATTACHED

4. What do you see as the opportunities and challenges for Metro's Regional Parks and Greenspaces program over the next two to three years?

SEE ATTACHED

List two references who are familiar with your community and volunteer work.

SEE ATTACHED

Name	_____	Day Phone	_____
Address	_____		
Name	_____	Day Phone	_____
Address	_____		

Optional: Attach a Resume.

Thank you for your interest and time.  
Please call Ron Klein if you have questions at (503) 797-1774.

CITIZENS ADVISORY COMMITTEE APPLICATION

1. I AM CURRENTLY INVOLVED WITH TWO ISSUES WHICH IN MY OPINION HAVE COMMON GOALS WITH THE COMMITTEE. FOR THE PAST TWO YEARS, I HAVE BEEN ACTIVELY PARTICIPATING WITH THE OREGON CITY SCHOOL DISTRICT AND CLACKAMAS COUNTY ON THE DEVELOPMENT OF A 20 ACRE PARCEL OF PROPERTY OWNED BY THE SCHOOL DISTRICT, WHICH IS TO BE DEVELOPED INTO A SPORTS FACILITY. THIS INCLUDES EVERYTHING FROM SCHOOL BOARD MEETINGS TO C.P.O. MEETINGS AND PLANNING BUREAU HEARINGS.

MOST RECENTLY, I HAVE BEEN INVOLVED IN THE ACQUISITION BY METRO, OF LAND LOCATED IN THE CLEAR CREEK VALLEY. I WAS IN ATTENDANCE AT THE PUBLIC MEETING HELD AT THE REDLAND GRANGE AND GAVE TESTIMONY AT THE METRO BOARD MEETING THURSDAY MAY 23, 1996 HELD AT THE METRO HEADQUARTERS.

2. FOR THE PAST TWO MONTHS, I HAVE BEEN PARTICIPATING IN THE OREGON CITY SCHOOL DISTRICT SPONSORED YOUTH INDOOR SOCCER TEAM. I HAVE ALSO BEEN A VOLUNTEER COMMITTEE MEMBER OF THE AREA 1 PLUMBERS JOINT APPRENTICESHIP AND TRAINING COMMITTEE FOR THE PAST 8 (PLUS) YEARS.

3. I AM INTERESTED IN SERVING ON THIS PARTICULAR METRO REGIONAL PARKS AND GREENSPACES ADVISORY COMMITTEE BECAUSE, AS I HAVE STATED BOTH PUBLICALLY AND TO PERSONAL FRIENDS, IT IS IMPARTITIVE THAT WE ALL TAKE AN ACTIVE ROLE IN THE PRESERVATION OF OUR NATURAL AREAS. WE NEED TO PRESERVE THESE NATURAL AREAS SO WE MIGHT PROVIDE THE FUTURE GENERATIONS WITH THE SAME OPPORTUNITIES WE ENJOY TODAY. I AM FAMILIAR WITH HOW COMMITTEES OPERATE AND HOW TO ACCOMPLISH THE GOALS AND TASKS SET BEFORE THEM. I THOROUGHLY ENJOY WORKING WITH THE PUBLIC AS A VOLUNTEER WHEN THERE IS SUCH A POTENTIAL BENEFIT TO THE CITIZENS OF THIS REGION.

4. THERE ARE STILL LARGE AND SMALL TRACKS OF LAND WHICH CAN BE PURCHASED AND PRESERVED AT A COST WHICH I FEEL IS MUCH LESS THAN IT MIGHT BE IN THE FUTURE. IF ACTION IS NOT TAKEN NOW, WE MAY NEVER HAVE THE OPPORTUNITY TO PRESERVE THESE GREENSPACES AGAIN. I THINK WE CAN ALL AGREE THAT IT IS MUCH EASIER TO PRESERVE NATURE THAN IT IS TO RESTORE NATURE. I AM NOT SO SURE WE WOULD HAVE THE ABILITY TO RESTORE NATURE.

WITH THE LIMITED INVOLVEMENT I HAVE HAD TO THIS POINT, I WOULD HAVE TO SAY THE GREATEST CHALLENGE I SEE FOR THE COMMITTEE IS TO INFORM THE PUBLIC OF WHAT WE ARE TRYING TO ACCOMPLISH, AND IN GETTING THEIR SUPPORT. MAINTAINING PUBLIC TRUST IS THE ONLY WAY TO ASSURE SUPPORT AND THIS IS ONLY DONE THROUGH CLEARLY DEFINED COMMITTEE GOALS AND WELL THOUGHT OUT ACTIONS.

I WOULD LIKE TO THANK YOU IN ADVANCE FOR CONSIDERING MY APPLICATION TO SERVE ON THIS COMMITTEE. ACTIONS ARE ALWAYS STRONGER THAN WORDS, AND I WOULD HOPE YOU WOULD ALLOW ME THE OPPORTUNITY TO BE ACTIVELY INVOLVED WITH SUCH AN IMPORTANT ISSUE.

SINCERELY,



RICK CHARRIERE

REFERENCES:

CHARLIE HALES COMMISSIONER	823-3006
DAN ZINZER HEAD OF ENGINEERING & PARKS DEPT. CLACKAMAS COUNTY	650-3320
CLAIRE RESSEGER VICE CHAIR REDLAND CPO	631-2740
JACKIE THOMAS BOARD MEMBER REDLAND CPO	631-2660
GARY MCCORMICK REDLAND SCHOOL PRINCIPAL SCHOOL COORDINATOR FOR THE REDLAND SCHOOL SPORT FACILITY	631-3493
JON EGGE OWNER MP PLUMBING COMPANY	655-9161



*Agenda Item Number 7.5*

**Resolution No. 2368, For the Purpose of Approving the Content  
of Public Information Materials for the 1996 Zoo Capital  
Improvement Bond Measure.**

**Metro Council Meeting  
Thursday July 25, 1996  
2:00 PM - Council Chamber**

**BEFORE THE METRO COUNCIL**

<b>FOR THE PURPOSE OF APPROVING THE</b>	<b>) RESOLUTION 96-</b>
<b>CONTENT OF PUBLIC INFORMATION</b>	<b>)</b>
<b>MATERIALS FOR THE 1996 ZOO CAPITAL</b>	<b>) Introduced by Mike Burton,</b>
<b>IMPROVEMENTS BOND MEASURE</b>	<b>) Executive Officer</b>

WHEREAS, Metro Washington Park Zoo's long-range plan, adopted by the Metro council in 1992, provides for gradual improvement of the zoo over 25 years including enhanced exhibits and programs which include a greater emphasis on Northwest species and habitat; and

WHEREAS, in 1995, the Metro Council has reaffirmed the desirability to proceed with capital improvements at the Metro Washington Park Zoo; and

WHEREAS, the Metro Council, On May 16, 1996, adopted Resolution No. 96-2335 submitting to the voters a general bond indebtedness in the amount of \$28.8 million for the Oregon Exhibit and new entrance at the Metro Washington Park Zoo; and

WHEREAS, the Metro Council recognizes the need for Metro, as the referring agency of a bond measure, to provide impartial public information to citizens about the bond measure; now, therefore,

**BE IT RESOLVED,**

1. That the Metro Council approves the content of the 1996 zoo capital improvements bond measure public information products in Exhibit A as impartial, neither supporting nor opposing the passage of the measure.

2. That the public information materials in Exhibit A are hereby authorized for subsequent production and distribution.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## STAFF REPORT

### **CONSIDERING RESOLUTION NO. 96-\_\_\_\_, FOR THE PURPOSE OF APPROVING THE CONTENT OF PUBLIC INFORMATION MATERIALS FOR THE 1996 ZOO CAPITAL IMPROVEMENTS BOND MEASURE**

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July 8, 1996

## PROPOSED ACTION

Resolution No. 96-\_\_\_\_ requests the approval of the content of printed materials intended to provide the public with factual and impartial information related to the 1996 Zoo Capital Improvements Bond Measure. Public information includes one fact sheet.

## BACKGROUND AND ANALYSIS

In 1992 the Metro Council adopted the Metro Washington Park Zoo's long-range plan, providing guidance for gradual improvement of the zoo over 25 years. The master plan included enhanced exhibits and programs with a greater emphasis on Northwest species and habitat. Metro and the zoo have involved many parts of the community in this project, including: citizen groups, community leaders, and experts in fields ranging from fish and wildlife biology to education and tourism.

In 1995 the Metro Council reaffirmed the desirability to proceed with capital improvements at the zoo. On May 16, 1996, the Metro Council adopted Resolution No. 96-2335 submitting to the voters a general bond indebtedness in the amount of \$28.8 million for the Oregon Exhibit and new entrance at the Metro Washington Park Zoo.

Voters in the region are now making requests for information about the proposed zoo bond measure, and the demand for information is expected to increase. The production of impartial informational materials, such as fact sheets, and copies of the bond measure language will fulfill public information requests regarding the proposed bond measure.

## EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 96-\_\_\_\_\_.

*Agenda Item Number 7.6*

**Resolution No. 2373, For the Purpose of Requesting that the Land Conservation and Development Commission Adjust the 1992 Urban Reserve Rule.**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF REQUESTING )	RESOLUTION NO. 96-2373
THAT THE LAND CONSERVATION AND )	
DEVELOPMENT COMMISSION ADJUST )	Introduced by Council Growth
THE 1992 URBAN RESERVE RULE )	Management Committee

WHEREAS, Metro's 1991 Regional Urban Growth Goals and Objectives, developed in 1989-1990, included the first adopted policy for urban reserves for the Portland Metropolitan Region; and

WHEREAS, Metro's policy was the basis for the urban reserve provisions in several 1991 bills, each adopted in the state Senate or House of Representatives, but not both; and

WHEREAS, the Land Conservation and Development Commission (LCDC) adopted the statewide Urban Reserve Rule in 1992 to improve implementation of Goal 14; and

WHEREAS, changes to the Urban Reserve Rule required by statute make Metro's regional urban growth boundary the primary mandatory application of the Urban Reserve Rule; and

WHEREAS, Metro's 1995 Regional Urban Growth Goals and Objectives (RUGGO), the regional goals and objectives, retain a regional urban reserve policy developed before the Urban Reserve Rule; and

WHEREAS, LCDC has acted to acknowledge these regional goals and objectives with the Final Order awaiting a resolution of the urban reserve policy issue; and

WHEREAS, Metro's urban reserve area designation action under LCDC's Urban Reserve Rule is scheduled for December 1996 after extensive study and public involvement; now, therefore,

BE IT RESOLVED,

That the Metro Council hereby request that LCDC make the following adjustments and clarifications to the Urban Reserve Rule:

1. Allow Metro to utilize detailed Region 2040 project data developed through 1994 for a 50 year period by amending the Metro portion of OAR 660-21-030(1) to read:

". . . except for the Portland Metropolitan area urban growth boundary, where the urban reserve area shall include an amount of land estimated to be a 30 to 50 year total land supply."

2. Allow Metro's acknowledged RUGGO policy to encourage separation of communities to apply to two areas where communities would lose some separation by application of the Urban Reserve Rule priorities by amending OAR 660-21-030(4) to add subsection (4)(d):

"Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) for one or more of the following reasons:

"(d) In the Metro region, separation of the urban areas of Tualatin-Wilsonville and Cornelius-Hillsboro to preserve community identity."

3. Clarify the Department's interpretation that the "specific land need" provision of the Urban Reserve Rule includes the acknowledged RUGGO policy of balancing jobs and housing by amending OAR 660-21-030(4)(a):

"Land of lower priority . . . may be included . . . (if) specific types of identified land needs, including the need to balance projected jobs and housing for the subarea of each regional center and each urban town center separated from the urban growth boundary by rural land, cannot be reasonably accommodated on higher priority land."

ADOPTED by Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

I:\R-Q\1279.LSS

*Agenda Item Number 8.1*

**Resolution No. 2361, For the Purpose of Approving a Refinement Plan for the East Buttes and Boring Lava Domes Target Area as Outlined in the Open Space Implementation Work Plan.**

**Metro Council Meeting  
Thursday July 25, 1996  
2:00 PM - Council Chamber**



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING )  
A REFINEMENT PLAN FOR THE )  
EAST BUTTES AND BORING LAVA )  
DOMES TARGET AREA AS )  
OUTLINED IN THE OPEN SPACE )  
IMPLEMENTATION WORK PLAN )

RESOLUTION NO. 96-2361

Introduced by Mike Burton  
Executive Officer

WHEREAS, in July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, at the election held on May 16, 1995, the electors of Metro approved Ballot Measure 26-26 which authorizes Metro to issue \$135.6 million in general obligation bonds to finance land acquisition and capital improvements pursuant to Metro's Open Spaces Program; and

WHEREAS, the East Buttes and Boring Lava Domes was designated as a greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, Parks and Streams Bond Measure; and

WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and

WHEREAS, Resolution No. 95-2228 authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,

BE IT RESOLVED,

That the Metro Council adopts the East Buttes and Boring Lava Domes Refinement Plan, consisting of objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November, 1995 and in Resolution No. 95-2228.

ADOPTED by Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## **Staff Report**

### **CONSIDERATION OF RESOLUTION NO. 96-2361 FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE EAST BUTTES AND BORING LAVA DOMES TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN.**

---

**Date: July 3, 1996**

**Presented by:**

**Charles Clecko  
Jim Desmond**

## **PROPOSED ACTION**

**Resolution No. 96-2361 requests the approval of a refinement plan and adoption of target area boundaries and objectives for the East Buttes and Boring Lava Domes Regional Greenspace. These boundaries and objectives will be used to guide Metro in the implementation of the Open Spaces Bond Measure.**

## **BACKGROUND AND ANALYSIS**

**The target area description in the Bond Measure Fact Sheet (authorized by Council Resolutions 95-2113, 94-2050 and 94-2029B) is as follows:**

**"A group of extinct volcanoes and lava domes located in north Clackamas and east Multnomah counties provide unique geographic character to the region, wildlife habitat and panoramic vistas."**

**In the 1992 Green Spaces Master Plan, the East Buttes and Boring Lava Domes area is described as follows:**

**"Boring Lava Domes. Group of extinct rugged lava domes providing high-quality habitat close to rapidly urbanizing areas. Second-growth forests; headwaters for several urban creeks."**

**"Kelly Butte East Slopes Addition. Prominent lava butte located in heavily urbanized area. Forested peak and steep walls provide drama to urban landscape and natural visual and recreational experiences for nearby residents."**

**"Mt. Scott. Outstanding view of Portland skyline. Wooded sides of volcanic butte provide wildlife habitat as well as green backdrop to east side of urban area. Significant development pressure."**

**"Mt. Talbert. Largely undeveloped, distinctive hill and valley terrain providing a diversity of wildlife habitats. Serves as green landmark on eastern edge of urban area. Some remnant "old-growth" size trees."**

**"Powell Butte Addition. Would add to protection of green backdrop for the city. East slopes are highly visible from Gresham. Provides linkage between protected upland habitat on Powell and Jenne buttes and Johnson Creek, which flows between them, contributing to the biodiversity of both systems."**

**"Rocky Butte Addition. Important for its historic prominence as a Portland landmark. Large portions of forested sides subject to increasing residential development."**

### **Target Area Description**

The East Buttes/Boring Lava Domes is the Metro Open Spaces Program's largest target area, stretching from Rocky Butte in the north to the Clackamas River in the south, and from I-205 in the west to Highway 26 in the east. There are five political jurisdictions in the area. Taken together, the East Buttes and Boring Lava Domes comprise one of nine distinct geographic features within the metropolitan region.

The area provides important recreational, wildlife, scenic and water quality benefits to the citizens of the region, particularly those east of the Willamette River. The buttes form an important green backdrop to the urban area, helping to define the southeastern Urban Growth Boundary. They rise to between 500 and 1000 feet above the nearly level plateau that otherwise defines east Portland and Gresham. They contain relatively large patches of second growth forest that provide excellent habitat for many bird species, as well as for large mammals in the southeastern portion of the target area. The buttes form the headwaters for several important urban streams or tributaries where citizen groups are working to restore water quality and habitat. Affected streams include Johnson, Mount Scott, Rock, Richardson, Noyer and North Fork Deep creeks.

Some of the buttes, particularly Mount Tabor and Rocky Butte, have been recreational areas for many years. Powell Butte Nature Park has more recently become equally valued for recreation. Gresham Butte will soon be providing recreation, as that city develops its proposed trail network. The Springwater Corridor has also recently opened the buttes area to many recreationists.

The East Buttes and Boring Lava Domes are under considerable development pressure. New subdivisions are filling the lower slopes of Powell and Gresham buttes, Scouter Mountain and Mount Talbert. They are claiming the upper slopes and tops of Mt. Scott, Clatsop and Jenne buttes. Development of infill lots on Rocky Butte has fragmented remaining open space. While most of this pressure is inside the Urban Growth Boundary, areas on the outside are also being lost to rural infilling and are subject to timber harvest and other forms of resource exploitation. Pleasant Valley and Damascus, in the heart of the buttes area, are within the proposed "Urban Reserve Study Area." Expensive homes are being built on the buttes just north of Boring.

The target area spans multiple jurisdictions and is affected by complex zoning overlays. Outside the Urban Growth Boundary, EFU, rural residential and CFU zoning may provide partial protection to some areas. Within the Urban Growth Boundary, prohibitions on steep slope construction and Goal Five measures may also provide partial protection to some areas.

The proposed Sunrise Corridor project represents a threat to wildlife connectivity between the Gresham and North Damascus Buttes and the Clackamas River and Cascade Mountains.

### **Refinement Process**

The Open Space Implementation Work Plan adopted by the Metro Council in November 1995 required that a Refinement Plan be submitted to the Metro Council for approval for each target area. The Refinement Plan will contain objectives and a confidential tax-lot-specific map

identifying priority properties for acquisition, enabling Metro to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan and in Resolution No. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the Acquisition Parameters and Due Diligence guidelines of the Open Space Implementation Work Plan."

During the refinement process, available information about the target area was compiled, maps were analyzed and biological field visits were conducted. Individuals (stakeholders) were interviewed representing various governmental agencies, property owners, interested friends groups, and natural resource experts. Their comments about key issues regarding land acquisition are summarized in Appendix A. In addition, a study of the biological and other values of the target area is attached as Appendix B.

Due to the large size of the target area, two public workshops were held to discuss the proposed refinement plan. The first was held May 30, 1996, at the Persimmon Country Club and the second was held June 5, 1996, at Sunrise Junior High School. Notices of the workshops were mailed to area residents and other interested stakeholders. Approximately 120 people attended and their comments are summarized in Appendix C. A questionnaire was distributed at the workshops to gather public input, and the results of approximately 38 questionnaires were analyzed. The analysis reflects general support for the refinement plan's emphasis on protecting large, contiguous acreages for passive recreation and watershed protection. The largest divergence of opinion concerned Rocky Butte, which was rated a first priority by 16 percent (ranking third overall in first priority ratings) but rated eighth or last by 36 percent. No other butte received even one-third as many votes for last. The table below summarizes the results of the questionnaire, a copy of which is included as Appendix D.

**East Buttes/Boring Lava Domes Questionnaire Results**  
(38 respondents)

Q. #1. Prioritization of Key Elements	First Preference	2nd	3rd	4th	5th	6th
Acquisition of large tracts for open space, passive recreation, public access	28%	10%	17%	5%	17%	10%
Protection of watershed & tributaries	26%	17%	10%	14%	10%	10%
Protection of wildlife	26%	5%	16%	22%	10%	0%
Protection of scenic values	19%	17%	10%	8%	5%	28%
Links to open spaces, etc	17%	29%	11%	11%	13%	5%
Protection of plants	2%	11%	19%	24%	11%	14%

Q. #2 Prioritization of specific areas for acquisition	First Preference	2nd	3rd	4th	5th	6th	7th	8th	9th
Mt Talbert	37%	0%	2%	5%	2%	8%	10%	2%	8%
Powell Butte/Mt. Scott	32%	19%	14%	2%	8%	8%	2%	2%	0%
Rocky Butte	16%	2%	0%	5%	10%	0%	2%	10%	26%
North Gresham Buttes	10%	23%	2%	0%	2%	8%	8%	13%	5%
South Gresham Buttes	5%	7%	20%	5%	5%	7%	5%	7%	7%
Boring Buttes	2%	5%	8%	17%	10%	10%	14%	8%	0%
Kelly Butte	2%	5%	5%	17%	7%	7%	11%	7%	7%
Damascus Buttes	0%	19%	13%	22%	7%	5%	5%	5%	2%
Scouter Mountain	0%	13%	22%	10%	10%	14%	0%	5%	2%

### Findings:

- The following East Buttes and Boring Lava Domes are a regionally significant natural resource because of their wildlife, recreation, water quality and scenic values:

The Gresham Buttes  
 The North Damascus Buttes  
 Mount Talbert  
 Kelly Butte  
 Scouter Butte  
 South Damascus Buttes  
 The Boring Buttes  
 Mt. Scott/Clatsop/Powell Buttes

- The East Buttes and Boring Lava Domes target area provides an excellent opportunity to secure a large, contiguous forested natural area with wildlife corridor connections to the Cascades. The Greenspaces Master Plan goals and principles of conservation biology dictate the pursuit of such a large area.
- The Open Space Bond Measure does not provide enough funds to protect all of the East Buttes and Boring Lava Domes target area. 545 acres are expected to be purchased, about the equivalent of an additional Powell Butte. Thus, if the goals of the Greenspaces Master Plan are to be achieved, bond funds must be leveraged in some areas and other areas must be dropped from consideration.
- Many local jurisdictions have "local share" monies or other acquisition funds which could be used to leverage bond funds.
- All of the East Buttes and Boring Lava Domes have important values in the context of the Portland Metropolitan area. However, in relation to each other, they have relative values that can be analyzed and compared.
- The Gresham and North Damascus buttes provide the greatest opportunity to establish a large, contiguous open space area with high natural resource qualities of the scope of

Forest Park. Existing open space in the Gresham Buttes can be added to and connected to the North Damascus Buttes, which, in combination with the Gresham Buttes, form the opportunity for protecting the largest mass of forest habitat in the entire target area.

- Mount Talbert is an important recreational component of the North Clackamas master plan. It provides a strong visual backdrop along the I-205 corridor. Although geographically isolated, Mount Talbert remains largely undeveloped and contains high quality second growth forest with remnant old growth trees.
- Kelly Butte contains unique geologic and botanical resources and lies in a park deficient area. It is geographically isolated, but two portions are in public ownership. Significant portions of contiguous land remain in private ownership and are threatened by potential development.
- Scouter Mountain is less prominent and lower than most of the buttes, and will become biologically isolated as Pleasant Valley urbanizes, but it contains the headwaters of Mount Scott Creek and Rock Creek.
- The South Damascus Buttes are less visible from the Metro area than most, and are under less development pressure than most, but have high wildlife habitat, aquatic resource and biodiversity values.
- The Boring Buttes are important as a wildlife corridor and for water quality protection and are under moderate development pressure, but their habitat value is partially protected by existing EFU farm and forest zoning.
- The Mt. Scott/Clatsop/Powell Buttes contain significant areas of public open space. The east slopes of the Powell Butte have been largely developed since completion of the Metropolitan Greenspaces Master Plan. Thus the best use of regional funds is to make relatively small, strategic purchases that connect Powell Butte to Johnson Creek and the Springwater Corridor to the south.
- Rocky Butte has scenic and historic value, but lost much of its open space character between the commencement of the Metropolitan Greenspaces Master Plan and 1996, during which period development of infill lots fragmented remaining open space. Moreover, enforcement of existing development ordinances and the potential for an agreement with ODOT on the disposition and management of its holdings may secure protection of much of the remaining unprotected scenic and historic values.
- Mount Tabor is protected by City of Portland Water Bureau ownership and provides no opportunities for additions to the existing park, and should not be considered as a candidate for the expenditure of regional funds.
- Jenne Butte was optioned by the Trust for Public Land before the Bond Measure was passed using a separate source of money for its potential acquisition.
- The proposed Sunrise Corridor highway represents a threat to wildlife connectivity between the Gresham and North Damascus Buttes and the Clackamas River and Cascade mountains.

## **Regional Parks and Greenspaces Advisory Committee**

A presentation of the staff report was given by Metro staff at a public meeting at the Metro Regional Center on June 18, 1996. The advisory committee voted to recommend adoption of the objectives with an amendment to include Rocky Butte in Tier 1b and to dedicate \$85,000 in challenge grant monies to specific purchases on Rocky Butte. The dedication included an allocation of \$50,000 for certain view lots and \$35,000 for a key public access property. This plan had previously recommended that Rocky Butte not be considered for regional funding. The \$85,000 recommendation is included in this refinement plan, except that, rather than identify and make eligible only the five specific parcels recommended by the advisory committee on Rocky Butte, this report includes all of the unprotected parcels identified by the City of Portland Parks and Recreation Bureau and the Rocky Butte Preservation Society (so as to allow for lack of willing sellers and similar contingencies).

## **GOAL:**

Create a regionally and biologically significant natural area between Gresham and Damascus. Leverage acquisition funds by entering into partnerships to make strategic additions to existing open space areas. As budget and opportunity allow, pursue protection of biological linkages to other habitat areas outside the target area.

## **OBJECTIVES:**

### **Tier Ia Objectives:**

- Acquire a biologically significant, contiguous open space of approximately 400-600 acres in the Gresham and North Damascus Buttes areas.
- Acquire property on Jenne Butte as optioned by the Trust for Public Land prior to the bond measure's passage with funds earmarked for that purpose.

### **Tier Ib Objective:**

- Encourage participation of other governments and non-profit organizations in acquiring strategic properties that enhance and connect existing open space in the Mt. Scott/Clatsop/Powell Buttes, Kelly Butte, Rocky Butte and Mt. Talbert areas by establishing a challenge grant program. (See Appendix E).

### **Tier II Objectives:**

- Acquire property interests that create biological linkages in the Boring Buttes.
- Acquire property interests that enhance existing public open space in the Scouter Mountain area.
- Acquire or otherwise protect forested canyon areas that provide biological linkages between the Gresham and North Damascus Buttes and the Clackamas River and Cascade Mountains.

### **Partnership Recommendations:**

- Coordinate acquisition efforts with local jurisdictions.
- Leverage bond funds with funds from local jurisdictions or other sources.
- Participate in Sunrise Corridor design process to assure protection of biological linkages and natural corridors.

## **Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2361.



## **APPENDIX A**

### **East Buttes and Boring Lava Domes Target Area Stakeholder Interview Summary**

- purchases inside the Urban Growth Boundary (UGB) are most important; the greenspace Bond Measure serves quality of life issues for urban voters, and greenspaces are needed for densely populated urban areas
- acquisition of large parcels near the edge of the UGB and beyond are important
- acquired land should straddle or be adjacent to UGB to buffer wild lands
- Metro should focus on large, cheaper property outside the UGB
- ecological considerations should be balanced with social needs in urban areas; the view from our homes is important
- Kelly Butte contains rare plants whose protection will require cooperative management between city bureaus and private land owners
- Kelly Butte contains no significant wildlife, but does contain significant plants
- Mt. Talbert is an important recreational and aesthetic resource that should be protected
- Mt. Talbert has a unique geology that includes mossy boulder fields on the north slope
- Mt. Talbert contains caves on north side
- a study is underway to develop a trail connecting Happy Valley Park and North Clackamas Park
- The Damascus Buttes/Clackamas Bluffs are an important scenic and cultural backdrop for Damascus
- The North Damascus Buttes are the most important large undeveloped land mass remaining in the target area
- The Gresham Buttes are important if connected to the North Damascus Buttes
- The Clackamas Bluffs are the most important wildlife habitat area within the buttes target area
- The Clackamas Bluffs contain unstable land and important riparian buffer areas
- The Boring Buttes provide important wildlife connections between North Buttes and the Clackamas River
- The Boring Buttes offer the possibility of creating a Boring Butte loop trail from the Springwater Corridor
- There is little opportunity for purchase of land on Mt. Scott
- Powell Butte's grassy top openings are regionally significant
- The Sunrise Corridor has the potential to break wildlife linkages between the buttes and the Cascades
- Metro participation in the Sunrise Corridor study should be encouraged to avoid severance of Buttes with Deep Creek and the Clackamas River
- Connectivity to streams is critical
- Rocky Butte has outstanding recreational potential and important scenic and cultural values
- Butler Ridge has great scenic quality
- Jenne Butte is important

**Stakeholders Interviewed:**

Linda Bauer, Pleasant Valley Neighborhood Association

Chris Beck, The Trust for Public Land

Jody Bruch, Damascus CPO Chair

Duncan Brown, Portland Planning Bureau

Kayda Carpenter, ODOT

Julee Conway, Parks & Recreation Division Manager, Gresham

Judie Hammerstad, Clackamas County Board of County Commissioners, North Clackamas

Parks & Recreation District Board of Directors

Darlene Hooley, Clackamas County Board of County Commissioners

Sharon Kelley, Multnomah County Board of County Commissioners

Barbara Kemper, Clackamas County CPO, Vice President

Harry Landers, West Mt. Scott Neighborhood Association Chair

Maurice Larsen, Sunnyside United Neighbors Chair

Esther Lev, Biologist

Justin Patterson, City of Happy Valley, Planning

Ralph Rogers, Ecologist, USEPA

Glen Sachet, Rock Creek CPO

Hazel Stevens, Eagle Creek CPO Chair

Jim Sjulín, City of Portland Parks & Recreation

Charles Zulauf, Boring CPO chair

## **APPENDIX B**

### **East Buttes/Boring Lava Domes Study of Values by Mike Faha and Associates**

To best meet the goals of protecting biological diversity in the Metro region, it is generally accepted that securing large blocks of habitat, well connected to "source" areas, is an essential strategy. The East Buttes/Boring Lava Domes area offers one of the only opportunities to secure a large forested block that is connected to the Cascade Mountains in the Metro area. Consequently, this goal has been a major focus of our analysis and findings.

We divided the study area into 10 separate geographic units in order to facilitate the analysis. These areas were established based on the relative connectivity or separation from each other and their position relative to the Urban Growth Boundary (UGB). Each was analyzed for multiple values: recreation, scenery, cultural/historic, watershed, and wildlife. All of the buttes have high value, but in this analysis they are weighed against each other. Some stand out for wildlife, some for scenery, others for recreation or watershed importance. The area was studied through a number of field trips, including auto tours, bicycle rides, and one fixed wing overflight. In addition, several recent reports that detail natural resources in this area were reviewed, including: the Johnson Creek Corridor Management Plan, the Sunrise Corridor Environmental Impact Statement (draft), and the Rock Creek Atlas. Existing natural resource protection available through land use regulations in the various jurisdictions within the study area was also reviewed. Key stakeholders were interviewed to help fill information gaps.

On the biological/ecological analysis, we used generally agreed upon principals from conservation biology and landscape ecology:

- large, contiguous habitat areas are preferred to small ones
- areas connected to "source habitats" (Cascade Mountains) are preferred to isolated ones

#### **Explanation of Rating Criteria**

- Wildlife connectivity ..... the extent to which the area is linked with forested habitat to ..... "source" areas in the Cascade Mountains.
- Internal habitat..... the value of the habitat in terms of scale, diversity, and ..... uniqueness.
- Slope sensitivity..... steepness of slopes and erodability of soils
- Scenic visibility ..... how visible the area is, and to how many viewers.
- Scenic character..... uniqueness or strength of landform, vegetation, or special ..... features.
- Recreation Linkage..... position relative to major trails or use areas.
- Recreation access..... potential for providing future access via public roads.
- Land Costs ..... high cost areas were rated low, due to the difficulty in ..... purchasing large acreage

- Adjacent land use ..... compatibility of neighboring uses with open space resources.
- Ownership ..... areas with large plots and other public ownerships were rated ..... highest.
- Cultural ..... known historic or prehistoric resources in the area.
- Vegetation diversity ..... areas with more diversity were rated highest (mix of ..... forest/prairie/wetlands).
- Vegetation uniqueness ... special habitats or species (Kelly Butte-glacier city).
- Watershed importance.... based on relative biological values. Some watersheds are very ..... important socially, but not biologically.

### **Mt. Scott/Clatsop/Powell Buttes**

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This area is in the northwestern part of the study area. It includes Mount Scott, Powell Butte, Clatsop Butte and Jenne Butte. Johnson Creek and the Springwater Corridor slice through these hills, which straddle the county line and southern edge of the Portland city limits. Jenne Butte lies within Gresham. The entire area lies within the UGB, and is under very high development pressure. Public open space exists on Powell Butte, Jenne Butte, Leach Botanical Garden, Beggar's Tick Marsh, and the Springwater Corridor. The Portland Bureau of Environmental Services recently purchased wetlands along Johnson Creek for open space conservation.

### **Resource findings**

#### **High Value**

Sensitive soils subject to erosion  
 High visibility  
 Strong landform character  
 Historic/cultural  
 Diverse Vegetation (wetlands)  
 Unique vegetation (vernal pool)  
 Adjacent land uses (public open space)  
 Recreation Access  
 Recreation linkages

#### **Moderate Value**

Wildlife connectivity  
 Internal habitat

#### **Low Value**

High land cost  
 Fragmented ownership

### **Recommended Strategy**

Tier IB acquisition priority. In spite of high land costs, there are opportunities for some strategic, small acreage purchases to help expand existing open spaces, or to secure linkages between them. There are potential partnerships with the City of Portland along Johnson Creek. There are a growing number of private open space plots around Clatsop Butte, as a consequence of Portland E Zone regulations. These provide scenic, watershed, and wildlife values to non-residents, and could be buffered or linked by strategic purchases. There appear to be few or no opportunities to purchase open space along the north and east flanks of Mount Scott. If the Peasant Valley area eventually urbanizes, wildlife connectivity, already tenuous, will likely be cut off altogether but for the very thin green line of Johnson Creek. Target: +/- 60 acres.

## **Gresham Buttes**

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This is the urbanized or urbanizing part of Gresham and Multnomah County, and includes Gresham, Grant, Butler, Hogan and Towle Buttes, as well as Gabbert Hill. The southern part of this area crosses the UGB and Clackamas County line. The headwaters of several tributaries to Johnson Creek are in Gresham Buttes. The Springwater Corridor abuts its northeastern edge. The City of Gresham has concentrated most of its own Open Space Bond Measure funds on acquisition of land on the slopes of Gresham and Grant Buttes. A master plan for a linked trail system is nearing completion. Development pressure within Gresham is very high. Pleasant Valley, adjacent to the west, is in the proposed urban reserve. Sunshine Valley, to the south, is expected to remain rural.

### **High Value**

Wildlife connectivity  
High visibility  
Strong landform character  
Good recreation linkages  
Good recreation access  
Land use compatibility (public open space, rural land uses)  
Diverse vegetation (wetlands, hogan cedars, forest, meadows)  
Large ownership blocks

### **Moderate Value**

Internal habitat  
Vegetation uniqueness  
Watershed importance

### **Low Value**

High land cost  
Cultural resources

### **Recommended Strategy**

Tier IA priority. Build on existing open spaces along Gresham and Grant Buttes, and along the Springwater Corridor. Partner with Gresham Parks to get maximum value from bond funds. Protect headwaters of Johnson Creek tributaries. Orient acquisition towards the southwest in order to link with the North Damascus Buttes along Butler Ridge. Work with Clackamas County to maintain rural land uses in Sunshine Valley and Boring Buttes in order to maintain wildlife connectivity with Cascade Mountains. This area could be the beginning of an "eastside Forest Park," due to its relative intactness and large mass. Target: +/- 150 acres.

## **North Damascus Buttes**

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This area lies southwest of the Gresham Buttes, between Pleasant and Sunshine valleys. In combination with its northern neighbors, it forms the largest "mass" of forest habitat in the entire target area. It lies just outside of the UGB, but potentially partly within the Pleasant Valley/Damascus urban reserve. It contains important headwaters for Johnson and Rock creeks. There are several, fairly isolated rural residential subdivisions within this area that occupy the tops of buttes. Although outside of the urban area, North Damascus Buttes form an important part of the green scenic backdrop viewed from as far away as the west hills and downtown Portland.

**High Value**

Internal habitat (large mass)  
Low land costs  
Large ownership blocks

**Moderate Value**

Connectivity  
Visibility  
Scenic character  
Adjacent land uses  
Vegetation diversity  
Vegetation uniqueness  
Watershed Importance

**Low Value**

Recreation linkage  
Recreation access  
Cultural resources

**Recommended Strategy**

Even though this area does not rank highly for most resources, we recommend that it be a Tier IA priority. This is due to several factors. First, when combined with the Gresham Buttes, it forms the largest block of forest habitat in the east Metro area. If we are to be successful in eventually establishing a "Forest Park East," then this is an essential area to secure. Second, land costs are presently low, but could go up quickly due to land speculation around the urban reserve boundaries. Third, existing county ordinances and state forest practices provide poor protection for this area's forest and watershed resources. By purchasing in this area now, Metro can establish a permanent "green edge" to southeast Portland, Gresham, and the future urban area that will occupy Pleasant Valley. The strategy should be to purchase one or two large forest blocks, preferably in the northern part of this area, as a "beachhead" that could be added to in the future. Target: +/- 250 acres.

**Mount Talbert**

This is a geographically isolated butte in the southwest corner of the study area. Mount Talbert provides a very strong green backdrop from I-205 and the Clackamas/Sunnyside area. Urbanization has claimed the lowlands all the way around the mountain. It has a few remnant old growth trees on its north slope, and lies adjacent to Mount Scott Creek. Mount Talbert is under extreme development pressure. North Clackamas Park District has set it as a high priority for open space protection, seeing it as the "hub" of their proposed natural area and trail system. There is a planned trail along Mount Scott Creek.

**High Value**

Visibility  
connectivity  
Scenic character  
Large ownership blocks  
Boulder field geologic feature

**Moderate Value**

Internal habitat  
  
Recreation linkage  
Recreation access  
Adjacent land uses  
Vegetation diversity  
Vegetation uniqueness  
Watershed importance

**Low Value**

Habitat  
  
High land cost  
Cultural resources

**Recommended Strategy**

Tier IB acquisition priority, primarily due to its unique scenic character and high development pressure. This is a very important landmark to a rapidly urbanizing part of the Metro area. The focus should be on the north, east, and west slopes, as well as the top. North

Clackamas Park District would be a necessary partner and probable land manager. Target: +/- 85 acres.

### **Kelly Butte**

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This is a geographically isolated butte in southeast Portland, along I-205, between Division Street and Powell Boulevard. Kelly Butte is fairly low in elevation, and not as prominent or well known as other buttes. It lies in a relatively park deficient section of the metro area. Unique among all the buttes, Kelly Butte has a gravely, well-drained soil, and, as a consequence, has the only known natural populations of hairy manzanita and glacier lilies in the Portland area. Two portions of Kelly Butte are in public ownership, one by City of Portland Parks and Recreation Department and the other by the Water Bureau. These are separated by private land that contains the special habitats.

#### **High Value**

Vegetation diversity  
Vegetation uniqueness  
Land ownership

#### **Moderate Value**

Visibility  
Landscape Character  
Recreation linkage (I205 path)  
Recreation access  
Land costs

#### **Low Value**

Wildlife connectivity  
Internal habitat  
Adjacent land uses  
Cultural resources  
Watershed Importance

### **Recommended Strategy**

Tier IB priority due to botanical uniqueness, park deficiency and the chance to link up existing public ownerships. This area is the highest priority for greenspace acquisition among the Buttes by the City of Portland Parks and Recreation Department. Focus should be on purchasing unique botanical areas and on linking existing public land ownerships. Target: +/- 40 acres.

### **Scouter Mountain**

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This is a long, low, horseshoe-shaped ridge that lies along the eastern edge of Happy Valley, separating it from Pleasant Valley. It forms the headwaters for Mount Scott Creek, and several tributaries to Rock Creek. Scouter Mountain lies partly within the UGB. It gets its name from the large Boy Scout camp on the upper slopes. Its slopes are more gentle than most of the other Buttes. Happy Valley Nature Park lies along the northwest corner of Scouter Mountain. This area will become "biologically isolated" if Pleasant Valley urbanizes.

#### **High Value**

Rock Creek watershed

#### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Adjacent land use  
Landscape character  
Recreation linkage  
Land costs  
Vegetation diversity  
Vegetation uniqueness  
Ownerships

#### **Low Value**

Cultural Resources  
Visibility  
Recreation access

## **Recommended Strategy**

Tier II priority. There are some opportunities to add to Happy Valley Nature Park, as well as to purchase some high view points. There may be some relatively inexpensive forest land that could be purchased on the east slope, providing watershed protection for Rock Creek, as well as open space for Pleasant Valley if and when it urbanizes. This area has a lot of nice features, but lacks the habitat mass, connectivity, visibility, and open space proximity of the Tier I areas. Purchases here should look for special opportunities (mature forest patches, headwaters, additions to existing open spaces) and partnership with Happy Valley and/or North Clackamas Parks. In addition, if efforts to acquire suitable land on Mount Talbert are unsuccessful, this area could serve as a "back-up" to meet open space needs for residents of the Sunnyside/North Clackamas area.

## **South Damascus Buttes**

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These buttes lie along the north shore of the Clackamas River, south of Damascus. They form parts of the watersheds for four salmon bearing streams; Rock, Richardson, Noyer, and North Fork Deep creeks. Of all the study areas, these rank highest for wildlife habitat, aquatic resource importance, and biodiversity conservation in general. This is due to the relatively intact condition of the Clackamas River area, and its connectivity to the Cascade Range. On the other hand, these areas are not very visible from the metro area, nor are they under as much development pressure as closer in areas. The proposed Cazdero Trail will go through the eastern portion of this area in the future.

### **High Value**

Wildlife connectivity  
Internal habitat  
Low land costs  
Watershed importance

### **Moderate Value**

Scenic character  
Recreation linkage  
Adjacent land use  
Vegetation diversity  
Vegetation uniqueness

### **Low Value**

Visibility  
Recreation access  
Cultural resources

## **Recommended Strategy**

Tier II priority. This is mainly due to the lack of development pressure in this area. If priorities were to be based strictly on biological values, this area would likely rank highest. Initial opportunities should focus on two portions of this area. First, the forested canyon of North Fork of Deep Creek. This is the route of the Cazdero Trail, and likely the best big game connectivity route to the Gresham Buttes area, as well as important salmon habitat. There may be the potential for partnership with Oregon State Parks. Second, the small butte in the westernmost portion of this area. This is the one closest to the urbanizing part of Clackamas County, would help protect Rock Creek, and could serve the growing Damascus/Pleasant Valley area. It also could serve as a back-up purchase area for Mt. Talbert.



## **Boring Buttes**

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These are the two large and one small butte that lie just northwest of Boring, along the Springwater Corridor. Boring Buttes are quite prominent from Highway 26. They are entirely outside of the UGB. They appear to provide an important forested habitat link between source big game populations in the Cascades, and the interior buttes south of Gresham. They are under some development pressure, primarily for "McMansion" homes on 5-20 acre parcels.

### **High Value**

Visibility (Highway 26)  
Recreation linkage (Springwater)  
Watershed importance  
Land costs

### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Scenic character  
Recreation access  
Adjacent land use  
Ownerships  
Vegetation diversity  
Vegetation uniqueness

### **Low Value**

Cultural resource

## **Recommended Strategy**

Tier II priority. Focus here should be on opportunities to protect headwater forest areas, and linkage to the Springwater Corridor. There are two or three large forested blocks, mostly in hardwoods, that potentially could be secured for very low cost. It is important to recognize that if this area is lost to development, there may be no other effective habitat link with the Cascades. Clackamas County should be encouraged to keep as much of the area as possible in EFU farm and forest zoning.

## **Rocky Butte**

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This is the well known butte along I-205 and I-84. It serves as a very prominent, important landmark in northeast Portland. Rocky Butte is the only butte with documented historic resource importance and is also the only butte that provides urban rock climbing opportunities. About 80 acres of it are under public ownership, but much of this is by ODOT, which wants to unload its property.

### **High Value**

Visibility  
Scenic character  
Recreation Access  
Historic/cultural resources

### **Moderate Value**

Vegetation diversity  
Vegetation uniqueness  
Recreation linkage (I-205)

### **Low Value**

Habitat connectivity  
Internal habitat  
High land cost  
Adjacent land use  
Ownerships  
Watershed importance

## **Recommended Strategy**

Drop from consideration. While Rocky Butte has high importance for scenic, historic, and recreation resources, its protection can be secured by the City of Portland through

enforcement of existing development ordinances, as well as agreements with ODOT on disposition and management of their land area. Remaining lots in private ownership are scattered and very small. Additionally, City of Portland Parks and Recreation Department has indicated that Kelly Butte and Powell Butte are higher priorities for acquisition under the Bond Measure.

### **Mount Tabor**

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A very prominent, well-known butte in the heart of southeast Portland. It has an existing park, partly on Water Bureau property, as well as the famous volcanic crater. Residential development surrounds the park.

#### **High Value**

Unique geology  
Visibility  
Scenic character  
Recreation access  
Cultural resources

#### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Recreation linkage  
High land costs  
Ownerships  
Vegetation diversity  
Vegetation uniqueness  
Watershed importance

#### **Low Value**

none

### **Recommended Strategy**

Drop from consideration. There are no opportunities to add to the existing park. The main long term concern is the potential for the Water Bureau to abandon its reservoirs and sell the property, as it already has with one area along Division Street. This is a City of Portland, not Metro issue.

**Appendix C**  
**Questions and Comments**  
**East Buttes/Boring Lava Domes Public Workshop**  
**May 30, 1996, Persimmon Country Club**  
**June 5, 1996, Sunrise Junior High School Commons**

**5/30/96, Persimmon Country Club, Gresham**

**How is wildlife going to navigate between these areas between Pleasant Valley and the big Tier I area?**

**Staff replied: The big area is recommended because of connectivity to Cascades; Metro wants to buy land as close to Gresham as possible.**

**Will that land get annexed? Will people be driven out?**

**Staff replied that the Metro Open Spaces Acquisition Program is a willing seller program and that land owners could do what they wanted. This is not a regulatory program and is unrelated to annexation. There is no money now, but if the land is to be opened eventually to the public, that will follow a master plan process, in which landowners will be invited to participate.**

**Is there any guarantee that once land is purchased for open spaces that it will not ever revert to urban land (say in 30 years)?**

**Staff replied that although it was not an absolute guarantee, the Bond's covenants reserved these lands for open space.**

**Staff also stressed that the Metro Open Spaces Acquisition Program was separate from the 2040 process and that if any acquisition areas become urban reserve areas, then a decision to include or not would be made later.**

**I think you should put Powell Butte in Tier Ia, can you move on that?**

**Staff replied that Metro would have to have a financial partner in order to do so. Portland Parks owns and manages most of Powell Butte and, therefore, it seems reasonable to ask Portland for financial assistance.**

**Friends of Powell Butte don't have the money**

**Staff replied that the idea of partnership is now conceptual and only now being developed. The partnerships could be with City of Portland, BES, a private source. City of Portland has a stake, so Metro hopes that the City can help identify a source.**

**Staff noted that Metro has developed matching funds for other areas; the difference in Tier Ib is that Metro wants partners; Metro would not be the decision maker in that instance.**

**Appendix C  
Questions and Comments  
East Buttes/Boring Lava Domes Public Workshop  
May 30, 1996, Persimmon Country Club  
June 5, 1996, Sunrise Junior High School Commons**

**5/30/96, Persimmon Country Club, Gresham**

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**Staff also stressed that the Metro Open Spaces Acquisition Program was separate from the 2040 process and that if any acquisition areas become urban reserve areas, then a decision to include or not would be made later.**

**I think you should put Powell Butte in Tier Ia, can you move on that?**

**Staff replied that Metro would have to have a financial partner in order to do so. Portland Parks owns and manages most of Powell Butte and, therefore, it seems reasonable to ask Portland for financial assistance.**

**Friends of Powell Butte don't have the money**

**Staff replied that the idea of partnership is now conceptual and only now being developed. The partnerships could be with City of Portland, BES, a private source. City of Portland has a stake, so Metro hopes that the City can help identify a source.**

**Staff noted that Metro has developed matching funds for other areas; the difference in Tier Ib is that Metro wants partners; Metro would not be the decision maker in that instance.**

I'm from Portland and I met with Jim Sjulín of City of Portland, who said that the City has money for management, but that he didn't think it had money to purchase land.

Judith Rees of City of Portland replied: "my understanding is that originally we concentrated local share money in areas where we wouldn't overlap with Metro. Therefore, we didn't focus on East Buttes, because we thought Metro was; so, yes, we don't have money for East Buttes.

Metro staff pointed out that bond measure materials identified this target area as "Gresham vicinity" and "Boring vicinity."

How many here are interested in the North Slope of Powell Butte? (10 or so hands were raised).

I appreciate the work Metro is doing. I have seen deer, coyote on north slope of butte; there's wildlife there. . . Maybe a connection to Tier Ia through Johnson Creek Corridor should be considered; it would connect to the community and to Powell Butte Park. A wise use of slope would be not to build homes; there are lots of slides and it has been designated as a hazardous area (geologically).

I'm a student at Centennial High School: there are many educational opportunities at Powell Butte; kids are doing projects on the butte, science, botanical, etc. If the butte isn't preserved, we will lose a resource and learning environment.

Staff replied that Metro is looking for partnerships with schools; "your testimony is at the heart of what we want to achieve."

Boring Lava Domes mean a lot to Gresham; in Portland, you've got Forest Park.

We live in Tier Ia. If you are going for a big area, what happens to ten or so acres that sit in the middle of a large area.

Staff replied that acquisition was no exact science and explained that Metro would start with available large tracts of land and work from there. Metro will try to talk to a group of contiguous land owners at one time; wait for the right timing. There may be some in-holdings, but that is not ideal.

What will that mean—that our property is less valuable?

Staff replied that It is difficult to predict the market, but that in some instances the proximity of a large, protected open space has a positive impact on surrounding property values.

You can condemn, right?

Staff replied that legally, yes, but the current Metro Council is opposed to condemnation and is not planning to do it.

Explain the land acquisition process.

Staff said they work with interested land owners one-on-one. At the first meeting the real estate negotiator explains the program and determines what the landowner wants/needs on a case by case basis. If the property is already on the market, the process is a little different. Metro would have to negotiate on the price; as a public agency, Metro is unable to spend more than fair market value. Metro is able to move very quickly; sometimes in less than 30 days, to get the title report, environmental audit, etc.

I hear coyotes at night. I applaud Metro's look/emphasis on science. Important to preserve large trunks, connecting corridors; felt it was important to stress why connections are more important than islands.

Is there potential for all of that money to be spent only on Tier 1a?

Staff replied they felt money was available for both.

There are 90 acres about to be developed on Clatsop Butte; can Metro do anything about this?

Staff replied that it was too late for that area, that a permit had already been issued and that the development was proceeding.

#### **6/5/96 Sunrise Junior High School Commons, Clackamas**

County Commissioner Hooley expressed support for acquisition on Mt. Talbert; staff agreed

I second Commissioner Hooley. Remember Mt. Scoot Creek, Rock Creek and Deep Creek important to water quality in Clackamas. Don't sit back and wait for match.

Staff replied that Metro has flexibility and can close deal and be reimbursed at a later date.

I concur with previous two comments. The Sunnybrook Road plan points out that cutthroat trout live in Kellogg Creek.

Is the west bank of Mt. Talbert being developed? Do I have to cede acres?

Diane Campbell of North Clackamas responded that 40 acres will be divided if Cedar Park subdivision is approved; North Clackamas recently received a 5.7 acre donation from first phase.

I support protecting Mt. Talbert. 5 of 9 district advisory board members are in attendance, and that the board unanimously recommended Talbert as first priority.

Staff asked if he thought the idea presented by Metro staff made sense.

He replied yes, as long as partnerships occur, then when assured that they would, said yes without reservation.

Staff asked for a show of hands in support of Metro goals and objectives and approximately 90% of attendees raised their hands.

I think Scouter Mountain should be Tier Ib, not Tier II. There's important connectivity, willing sellers, and some protected acreage, almost all on south side of Scouter Mountain.

Staff requested land price figures from the three land owners who are willing sellers and said that if Metro could budget and dollars made sense, Metro might be able to help.

Bill Broad of North Clackamas Parks Advisory Board agreed that Mt. Talbert was priority.

I heard Metro is only keeping acquired lands as open space for five years; is that true?

Staff replied that the Bond Measure literature and covenants require it to be perpetual open space, which condition allows the money to be a tax exempt security.

How far down the Clackamas River are you going?

Staff replied that Metro studied buttes north of the Clackamas River, but that there was a separate target area on the Clackamas River, with Tier I between Gladstone and Carver north bank, Tier II Carver to Barton Park. Clear Creek is another target area.

If you do this and don't protect access routes because you run out of money for Tier II, do you lose connectivity?

Consultants responded that Tier II areas are not as threatened, have very large zoning, so will continue to provide some connective habitat for a couple decades; biggest threat is the sunrise corridor.

Staff added that a partnership recommendation of the refinement is to work with ODOT on the highway design, and that to the extent connectivity occurs in this area, it does so along steep ravines that don't need to be purchased because they are undevelopable.

We've got a farm in the red area (Tier I); I can see us being forced out of our lands by various measures that the government proposes. I've been down zoned and don't like it.

With \$136 million dollars worth of property going off the tax rolls. How will existing taxpayers handle it?

Staff replied that lands we buy will come off tax roll but the amount of property we are taking off the tax rolls is less than 1/10th of one percent of the value in the Metro area.

The Metro Open Spaces Acquisition Program is not a zoning program; we don't regulate or change taxes.

Ron Scholls, Happy Valley City Councilor--what about trails connecting these areas? We own a couple of tracts and wonder whether you can help us connect.

Staff explained that local share money was available to individual cities for trail projects.

Where is the urban reserve?

Consultants responded by pointing it out on the refinement map, and staff added that they had brought materials along and offered to distribute them.





## EAST BUTTES/BORING LAVA DOMES QUESTIONNAIRE

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The Metro staff invites you to participate in the refinement process for the East Buttes/Boring Lava Domes Target Area study. Refinement is the public process through which Metro adopts specific geographical boundaries and objectives for each target area. In the course of this process we interview stakeholders, evaluate the undeveloped land in the target area and formulate preliminary objectives. Please assist us by completing this questionnaire and sharing your ideas.

1. For the Refinement process being undertaken by the Metro staff, what key elements of the East Buttes/Boring Lava Domes acquisition should be emphasized? (Rank in order from 1 to 6, with 1 being the most preferred choice, and 6 the least important).

- \_\_\_\_\_ Connecting links to existing open spaces natural areas, parks, trails and greenways.
- \_\_\_\_\_ Acquisition of large, undeveloped tracts for open spaces, passive recreation and selected public access in or around urban reserve study areas.
- \_\_\_\_\_ Acquisition of land to protect scenic views.
- \_\_\_\_\_ Acquisition of land to protect diverse or unique plant communities.
- \_\_\_\_\_ Acquisition of land to protect wildlife habitat.
- \_\_\_\_\_ Protection of the watershed and the tributaries that feed Johnson Creek for water quantity and quality.

2. Specifically, which areas should be the top priorities for acquisition/protection by Metro, understanding that Metro has funds sufficient only to focus on a few of these areas? (Rank 1 to 9, with 1 being the most preferred choice and 9 the least preferred).

- \_\_\_\_\_ Boring Buttes
- \_\_\_\_\_ Damascus Buttes/Clackamas River Tributaries
- \_\_\_\_\_ North Gresham Buttes (Urban)
- \_\_\_\_\_ South Gresham Buttes (Urban/Rural)
- \_\_\_\_\_ Kelly Butte
- \_\_\_\_\_ Powell Butte/Mt. Scott (Urban)
- \_\_\_\_\_ Rocky Butte
- \_\_\_\_\_ Scouter Mountain
- \_\_\_\_\_ Mount Talbert
- \_\_\_\_\_ Other Butte (please specify) \_\_\_\_\_

3. Are there any locations where you would recommend against purchasing? Please briefly explain why.

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4. What further suggestions would you propose to enhance the protection of the East Buttes/Boring Lava Domes?

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5. What additional information would be helpful to you?

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6. Additional comments:

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7. Are you interested in participating in the Open Spaces Program as a willing seller or benefactor in the form of a donation, dedication or conservation easement?

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Name, Address, Phone (OPTIONAL)

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\_\_\_\_ Please add my name to your East Buttes/Boring Lava Domes Mailing List regarding future information, public meetings and events.

Please return to Metro Open Spaces Program, 600 Northeast Grand Avenue, Portland, OR 97232-2736. You may also call Metro's Open Spaces Hotline at 797-1919 for more information or to leave a comment.

## **Appendix E**

### **Challenge Grant Guidelines**

- \$4,000,000 challenge grant account
- Willing Seller
- The property under consideration must be identified on the confidential, tax lot specific refinement map
- Subject to deed restrictions keeping property in natural condition in perpetuity
- Available until 1999 or until the fund is depleted, whichever is first
- First come/first served
- Site must be predominantly in natural condition at time of purchase
- Minimum 25 percent non-Metro match
- No more than \$85,000 available for purchases on Rocky Butte.

**POWELL BUTTE - Tier 1b**

- Small Purchase to Buffer Existing Park
- Partner with B.E.S. on Wetlands
- Link Private Open Spaces @ Clatsop Butte
- 60 Acres +/-

**GRESHAM & NORTH DAMASCUS BUTTES - Tier 1a**

- Large Forested Blocks
- Link to Gresham Butte

**KELLY BUTTE - Tier 1b**

- Link Existing Public Land
- 40 Acres +/-

**SCOUTER MOUNTAIN - Tier II**

- Possible Small Additions to Happy Valley Nature Park
- Possible "Back-up" to Mt. Talbert

**MOUNT TALBERT - Tier 1b**

- Partner with North Clackamas Parks
- North Slope
- 80 Acres +/-

**BORING BUTTES - Tier II**

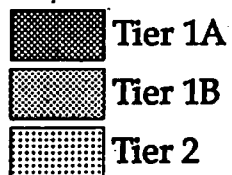
- Maintain EFU Zoning

**SOUTH DAMASCUS BUTTES - Tier II**

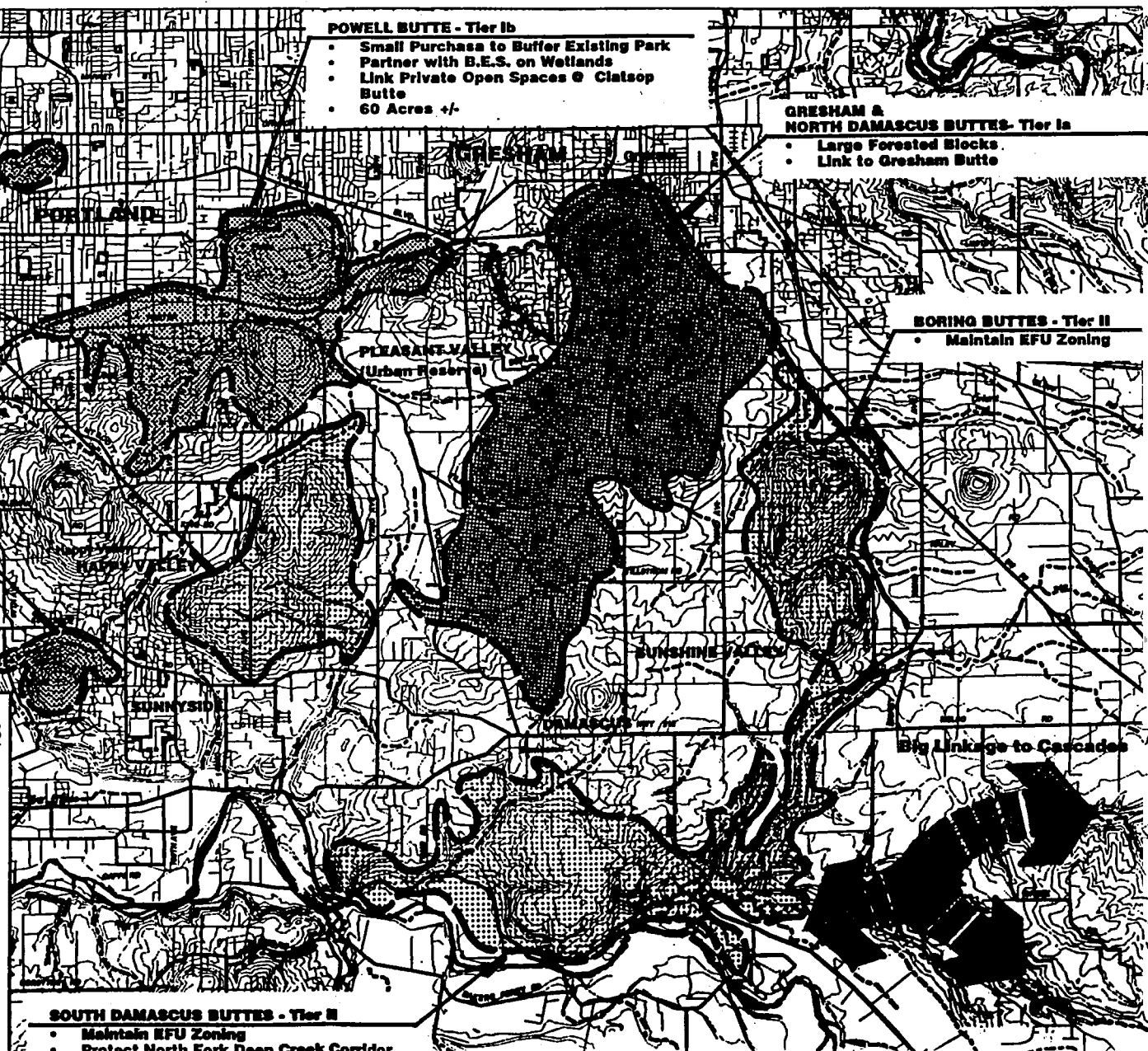
- Maintain EFU Zoning
- Protect North Fork Deep Creek Corridor

**East Buttes/Boring Lava Domes**

Refinement Plan



600 NE Grand Ave.  
Portland, OR 97232-2736  
(503) 797-1700



***Agenda Item Number 8.2***

**Resolution No. 2362, For the Purpose of Approving a Refinement Plan for the OMSI to Springwater Corridor Target Area as Outlined in the Open Space Implementation Work Plan.**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING )  
A REFINEMENT PLAN FOR THE )  
OMSI TO SPRINGWATER CORRIDOR )  
TARGET AREA AS OUTLINED IN )  
THE OPEN SPACE IMPLEMENTATION )  
WORK PLAN )

RESOLUTION NO. 96-2362

Introduced by Mike Burton  
Executive Officer

WHEREAS, in July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, at the election held on May 16, 1995, the electors of Metro approved Ballot Measure 26-26 which authorizes Metro to issue \$135.6 million in general obligation bonds to finance land acquisition and capital improvements pursuant to Metro's Open Spaces Program; and

WHEREAS, the OMSI to Springwater Corridor was designated as a greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, Parks and Streams Bond Measure; and

WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and

WHEREAS, Resolution No. 95-2228 authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,

BE IT RESOLVED,

That the Metro Council adopts the OMSI to Springwater Corridor Refinement Plan, consisting of objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November, 1995 and in Resolution No. 95-2228.

ADOPTED by Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## **Staff Report**

### **CONSIDERATION OF RESOLUTION NO. 96-2362, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE OMSI TO SPRINGWATER CORRIDOR TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN**

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**Date: July 2, 1996**

**Presented by: Charles Ciecko  
Jim Desmond**

## **PROPOSED ACTION**

**Resolution No. 96-2362 requests approval of a refinement plan and adoption of target area boundaries and objectives for the OMSI to Springwater Corridor Target Area which is a component of the Willamette River Greenway. These boundaries and objectives will be used to guide Metro in the implementation of the Open Space Bond Measure.**

## **BACKGROUND AND ANALYSIS**

**The Target Area description in the Bond Measure Fact Sheet (authorized by Council Resolutions 95-2113, 94-2050 and 94-2029B) is as follows:**

**"OMSI to Springwater Corridor. Acquire 7-mile trail corridor, trail heads and trail improvements on east bank of Willamette River."**

**In Metro's 1992 Greenspaces Master Plan, the Willamette River Greenway and OMSI to Springwater Corridor is summarized as follows:**

**The primary focus with regard to the Willamette River Greenway is that portion that extends between Wilsonville and the confluence with the Columbia River. A priority of the Greenspaces Regional Trail System is completion of as much as possible of this portion. This major north-south connection links with many existing and proposed trails and natural areas.**

**The existing Springwater Corridor Trail should be extended north to Oaks Bottom Wildlife Refuge and connect to the Willamette River Greenway.**

**The proposed OMSI to Springwater Corridor trail/greenway is included in Metro's "Regional Trails and Greenways" system and map.**

## **Target Area Description**

**The OMSI to Springwater Corridor target area is located in two distinct locations:**

- Along or near the east bank of the Willamette River from the Oregon Museum of Science and Industry (OMSI) south to the Sellwood Bridge, including land along or near the river, and the land on top of which the East Portland Traction Co. (EPTC) rail alignment is located.**
- South and east of the Sellwood Bridge to SE McLoughlin Blvd., including land on top of which the EPTC rail alignment is located.**

It is bordered on the east by the Hosford-Abernethy, Brooklyn, Westmoreland, Sellwood and Garthwick neighborhoods.

The target area is a unique part of Portland that has a diversity of land use including recreation and residential housing, as well as houseboats, entertainment, commercial businesses, industrial users, an operating railroad and natural areas. The natural area of Oaks Bottom was set aside as a 'wildlife park' by the city in 1988. Oaks Bottom Wildlife Refuge is rich with significant wildlife and migratory birds not found in other urban areas.

The area is also historically significant in the development of the southeast Portland neighborhoods. Sawmills occupied the river bank south of Spokane Street around the turn of the century. The electric interurban railroad was opened by the Oregon Water Power and Railway Co. in 1904 to carry passengers through the corridor to the Lents neighborhood in outer southeast Portland and as far south as Oregon City. The OWPRC also developed Oaks Amusement Park as an attraction to entice citizens to ride the interurban passenger line. Its opening in 1905 coincided with the Lewis and Clark Exposition at Guild's Lake in NW Portland.

#### Refinement Process

The Open Space Implementation Work Plan adopted by the Metro Council in November 1995 required that a Refinement Plan be submitted to the Council for approval for each target area. The Refinement Plan will contain objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, enabling Metro to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan and in Resolution No. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the *Acquisition Parameters* and *Due Diligence* guidelines of the Open Space Implementation Work Plan."

During the refinement process, information was gathered from various agencies, organizations and individuals that have responsibilities or interests in the area. Approximately thirty-five individuals were interviewed representing city and state agencies, property owners, interested friends groups, natural resource experts and non-profit advocacy groups. The key points related to land acquisition expressed during the interview process are available on request.

A public workshop to discuss the proposed refinement plan was held on June 10, 1996, at Brooklyn Elementary School. Approximately 40 people attended; their comments are summarized in Appendix A. A questionnaire distributed at the meeting is attached as Appendix B. Results from the questionnaires are as follows:

Q. #1. Prioritization of Key Segments	First Preference	2nd	3rd
Acquisition of greenway corridor from OMSI to Sellwood Bridge	64%	36%	06%
Acquisition of land south of Sellwood Bridge/Tacoma Street to connect to Springwater Cor. Trail	23%	36%	41%
Acquisition of undeveloped riverfront parcels	11%	29%	60%



Q. #2. Prioritization of linkages*	First Preference	2nd	3rd	4th	5th	6th
Downtown Portland to future eastbank esplanade	43%	12%	05%	30%	05%	0%
Improved linkages to Oaks Bottom Wildlife Refuge	18%	11%	25%	05%	15%	15%
River access points between Sellwood Bridge and OMSI	18%	30%	25%	05%	05%	12%
Access to adjacent neighborhoods	12%	30%	12%	17%	12%	12%
Access to Milwaukie/ Gladstone/ Oregon City	0%	05%	30%	18%	30%	12%
Access to Oaks Amusement Park	05%	05%	0%	17%	25%	43%

Q. #3 Prioritization of Other Goals	First Preference	2nd	3rd	4th	5th
Preservation of plant/wildlife habitat	36%	17%	17%	17%	13%
Off street trails for hiking/biking	35%	12%	17%	24%	12%
Continuous greenway corridor along Willamette River	15%	0%	3%	7%	3%
River access and viewing points	05%	17%	42%	12%	24%
Public access and educational opportun.	05%	0%	12%	36%	47%

- \* Not all respondents marked all priorities.

## Findings

Conclusions drawn from the refinement process indicate that the OMSI to Springwater Corridor component of the Willamette River Greenway proposed refinement area meets all of the criteria for a regionally significant natural area as established in the Metro Greenspaces Master Plan of 1992. Other important elements of the stakeholder interviews and research indicate:

- Nearly all contacts were in favor of extending the Willamette River Greenway from OMSI to the Sellwood Bridge and eventually building a trail through the corridor.
- Access to, and views of the river are high priorities.
- The protection of wildlife habitat is a priority.
- The natural areas at Oaks Bottom and adjacent to the river are valuable, diverse and unique in an urban setting. The natural areas serve as educational facilities for the

Audubon Society, OMSI, public schools and individuals. The proposed bike trail should not encroach on, or sacrifice any of the natural areas.

- Preservation of the historical and natural areas is important.
- The area's rich history and natural resources should be available to the users through interpretive displays.
- A trail would provide a viable alternative transportation route from SE Portland and Milwaukie to downtown Portland.
- The concept of a trail sharing the existing rail ballast next to the existing railroad track is an acceptable alternative as long as environmental and liability concerns and the rights of the existing railroad are met. The trail would provide a good view of the Oaks Bottom area if it were located on the rail ballast.
- The trail will be located near other proposed projects (e.g. light rail). There are opportunities to partner with those projects to acquire land, share construction costs and develop shared multipurpose facilities.
- Connections to the adjacent neighborhoods along the route are important.
- Planning for bicycle and pedestrian traffic accessing and exiting the trail into the adjacent neighborhoods is important to minimize the disruption of the neighborhood. The central eastside industrial district has different concerns than the residential neighborhoods.
- Completion of the trail creates opportunities to link to other established and proposed trails, including the trails on the west side of the Willamette River via bridge connections.
- Connections from the trail to the river's edge are important.
- The trail will connect several Portland riverfront landmarks together. They include Oaks Bottom, Oaks Amusement Park, OMSI, Oregon Convention Center, Waterfront Park and Willamette Park.
- Major development of other complimentary facilities related to the trail is not necessary. Additional improvements should be kept to a minimum.
- Parking for trail users could be provided in existing lots when they are not in use by the business patrons. Agreements with those owners should be pursued.
- Businesses in the area are important and vital to Portland's economy. A cooperative effort in planning the trail is necessary for coexistence.

#### **Regional Parks and Greenspaces Advisory Committee**

A presentation of the staff report was given by Metro staff and its consultants at a public meeting in Room 370A of Metro Regional Center on June 18, 1996. This analysis and the resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

**GOAL:**

Link OMSI and the Springwater Corridor by acquiring key parcels and easements along the Willamette River. Continue implementation of the Willamette River Greenway vision.

**OBJECTIVES:****Tier Ia Objectives:**

- Acquire land and easements along the Willamette River between OMSI and the Sellwood Bridge.
- Provide access points and viewing opportunities to the Willamette River.
- Restore and protect riparian habitat along the greenway.

**Tier Ib Objectives:**

- Acquire land and easements to connect the "OMSI to the Sellwood Bridge" greenway to the existing Springwater Corridor Trail which is just east of SE McLoughlin Blvd.
- Provide opportunities to connect to other public and community facilities.
- Provide the opportunity to develop a mostly off-street trail connection between OMSI and the Springwater Corridor.

**Partnership Objectives:**

- Work with private landowners and business enterprises to explore opportunities for trail easements.
- Coordinate with established business interests in the target area.
- Work with the city of Portland and affected property owners to identify a trail corridor.
- Work with the city of Portland to secure additional funding for trail design and construction.

**Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2362.

## **APPENDIX A**

### **OMSI to Springwater Corridor Public Workshop**

June 10, 1996, Brooklyn Elementary School, Southeast Portland

#### **Summary of Comments and Questions**

##### **Comments**

- The proposed trail and greenway would be an excellent community amenity, particularly because of future density increases in our neighborhoods due to 2040.
- The proposed greenway acquisitions are a good and logical way to connect southeast neighborhoods to the river.
- The railroad company should share access to its berm for a public trail.
- The railroad company should be a neighbor and not harass and make it difficult for bike riders.
- Metro and the city of Portland should investigate if there are any parcels of vacant land along or near the Willamette River south of the Sellwood Bridge to purchase.
- Additional walking paths are needed near the river south of the Sellwood Bridge.
- Continuation of the Willamette River Greenway is essential.
- The owners of the Anchorage Restaurant may be amenable to public pathways and trails on its property along the Willamette River south of the Sellwood Bridge.
- The protection of wildlife habitat and Oaks Bottom Wildlife Refuge is crucial. A bike trail should not be allowed within the refuge. The existing hiking trail within the refuge is sufficient.
- The environmental integrity of wildlife habitat areas is more important than a trail for bikers.
- The greenway and river access are what we want.
- Connections to the southeast neighborhoods is a key goal.
- A public trail and greenway would make the area safer, accessible for more people and be a major improvement for the area.
- Eventual connection to Springwater Corridor Trail, Johnson Creek and Crystal Springs makes this project even more meaningful.
- The greenway and trail should be a high priority for Metro.
- Have a trail in the corridor, not light rail.
- We've talked about this for years, it may actually happen.

**Question**

Why should the railroad operator have the right to post no trespassing signs and harass bicyclists and hikers who are not causing any problems?

**Response**

The corridor is not public land, a public park or trail. It is currently private property.

A private railroad company has the legal right to enforce no trespassing requirements on its property and/or within its easements, including the issuance of tickets by its own railroad police.

**Question**

What rights does SamTrak have?

**Response**

SamTrak, is a service of the East Portland Traction Co. EPTC has a perpetual easement to operate a railroad in the corridor.

**Question**

Does Metro intend to buy out SamTrak and then build a trail?

**Response**

No. Metro plans to purchase the land under the railroad tracks from PGE (south to the Sellwood Bridge).

East Portland Traction Co. will still have the right to operate a train on the land. Metro has no plans to buy out SamTrak. In addition, a railroad cannot just be bought out and have its service end. Very specific federal law regulates the abandonment of rail service.

EPTC does not want to be bought out. EPTC intends to operate rail service in the corridor.

Metro will work with the property owners, EPTC, city of Portland, and citizens to develop a "Rails with Trails" project.

**Question**

Can you better define Tier 1b alignments?

**Response**

Sellwood Bridge to Springwater Corridor Trail via two potential routes:

1. A bike boulevard east along SE Spokane St. to the SE Tacoma St. overpass connecting to Springwater Corridor Trail through the Eastmoreland Tennis and Racquet Club.
2. The railroad tracks south of the Sellwood Bridge east along the right-of-way to SE 17th and eventually to SE McLoughlin to connect to the Springwater Corridor Trail.

**Question**

Doesn't the city already own a small parcel of land along the river in this corridor?

**Response**

Yes, the Portland Parks and Recreation Department owns small parcel which has yet to be developed into a public park. It would eventually be incorporated into greenway.

**Overall Reaction**

Consensus of those in attendance was to support Metro's objectives of acquiring land from willing sellers in the following order:

1. Parcels, including the land under the railroad tracks, between OMSI and the Sellwood Bridge;
2. Parcels, including the land under the railroad tracks, between the Sellwood Bridge and the eastern terminus of the railroad line.



## OMSI to Springwater Corridor Questionnaire

June, 1996

Metro staff invites you to participate in the refinement process for the OMSI to Springwater Corridor target area. Refinement is the public process through which Metro adopts specific geographical boundaries and objectives for each target area. In the course of this process we interview stakeholders, evaluate the open space opportunities in the target area and formulate preliminary objectives. Please assist us by completing this questionnaire and sharing your ideas.

1. What key segments of the OMSI to Springwater Corridor should be considered as part of Metro's land acquisitions? *(Rank in order of importance to you, with 1 being the most important, and 3 as the least important)*

\_\_\_ Acquisition of a greenway corridor from OMSI to the Sellwood Bridge

\_\_\_ Acquisition of land south of Sellwood Bridge/Tacoma St. to connect to the Springwater Corridor Trail

\_\_\_ Acquisition of remaining undeveloped riverfront parcels

2. Please rate the importance of linkages to: *(Rank in order of importance to you, with 1 being the most important, and 6 as the least important)*

\_\_\_ Downtown Portland and future eastbank Esplanade

\_\_\_ Improved linkages to Oaks Bottom Wildlife Refuge

\_\_\_ River access points between the Sellwood Bridge and OMSI

\_\_\_ Access to adjacent neighborhoods

\_\_\_ Access to Milwaukie/Gladstone/Oregon City via 17th Avenue bikeway and future PTC Rails to Trails Corridor

\_\_\_ Access to Oaks Amusement Park

3. What other goals should be considered? *(Rank in order of importance to you, with 1 being the most important, and 5 as the least important)*

\_\_\_ Preservation of natural plant and wildlife habitats

\_\_\_ Off street trails for hiking and biking

\_\_\_ A continuous greenway corridor along the Willamette River

\_\_\_ River access and viewing points

\_\_\_ Public access and educational opportunities

4. Specifically where would you like to have public access to the OMSI to Springwater Corridor?

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Are there any locations where you would oppose public access?

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5. Do you have further suggestions to enhance the value of the OMSI to Springwater Corridor?

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6. Additional Comments:

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7. Are you interested in participating in the Open Spaces Program as a willing seller or benefactor in the form of a donation, dedication or conservation easement?

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Name, Address, Phone Number (OPTIONAL)

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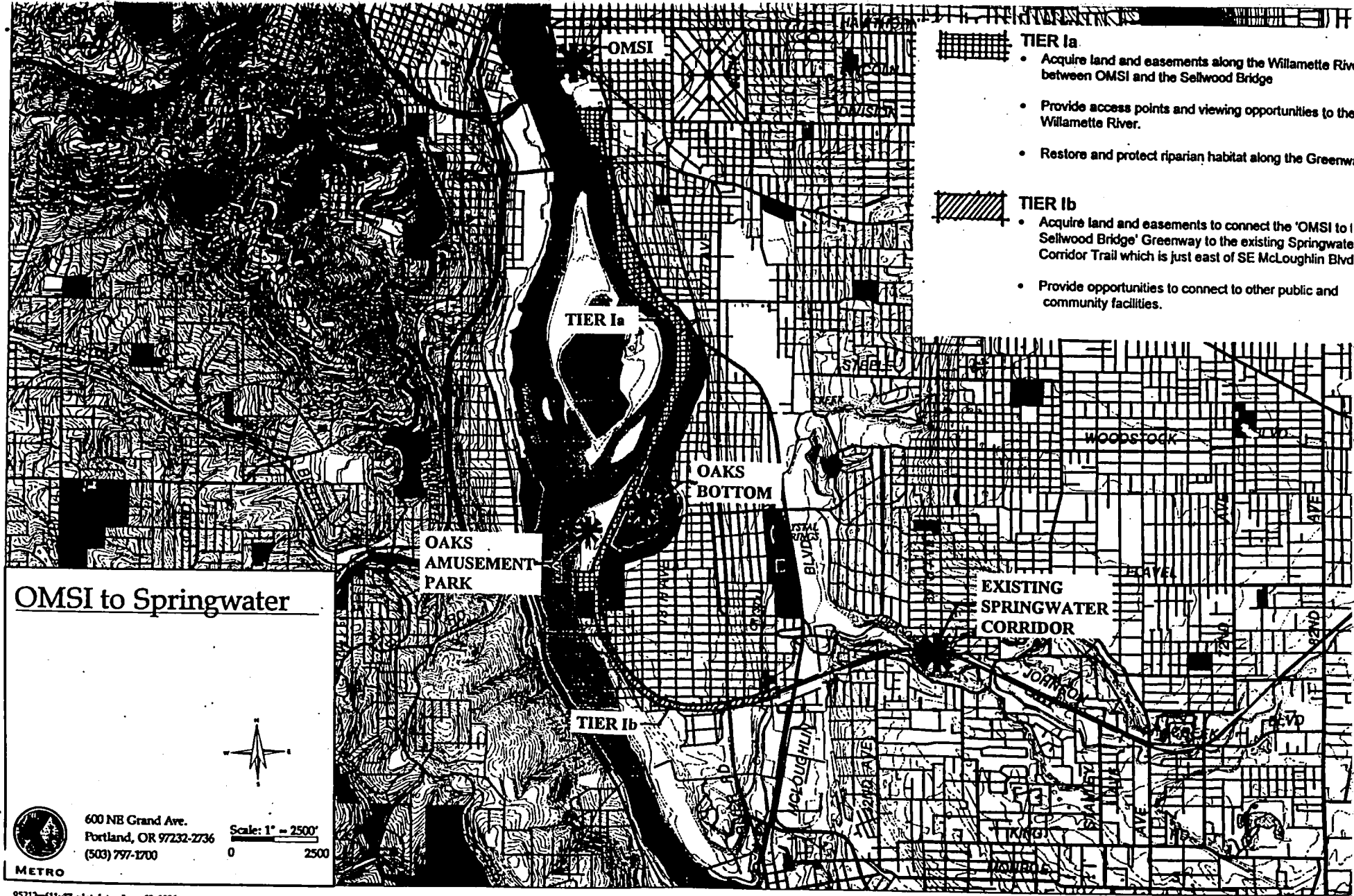
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☐ Please add my name to your OMSI to Springwater Corridor mailing list for future information, public meetings and events.

Please return questionnaire to Metro Open Spaces Program, 600 NE Grand Avenue, Portland, OR 97232-2736. You may also call Metro's Open Spaces Hotline (797-1919) for more information or to leave a comment.





- TIER Ia**
- Acquire land and easements along the Willamette River between OMSI and the Sellwood Bridge
  - Provide access points and viewing opportunities to the Willamette River.
  - Restore and protect riparian habitat along the Greenwa



- TIER Ib**
- Acquire land and easements to connect the 'OMSI to Sellwood Bridge' Greenway to the existing Springwater Corridor Trail which is just east of SE McLoughlin Blvd.
  - Provide opportunities to connect to other public and community facilities.

## OMSI to Springwater



600 NE Grand Ave.  
Portland, OR 97232-2736  
(503) 797-1700

Scale: 1" = 2500'  
0 2500

*Agenda Item Number 9.1*

**Resolution No. 2375, For the Purpose of Ratifying the AFSCME Local 3580 Collective Bargaining Agreement for July 1, 1996 through June 30, 1999.**

**Metro Council Meeting  
Thursday July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RATIFYING	)	RESOLUTION No. 96-2375
THE AFSCME LOCAL 3580 COLLECTIVE	)	
BARGAINING AGREEMENT FOR JULY 1,	)	Introduced by Mike Burton,
1996 THROUGH JUNE 30, 1999	)	Executive Officer

WHEREAS, The Metro Code requires Council ratification of collective bargaining agreements; and

WHEREAS, Metro and AFSCME Local 3580 have reached agreement on a three-year successor agreement; and

WHEREAS, The agreement provides a negotiated settlement of collective bargaining issues; and

WHEREAS, The agreement is consistent with the adopted FY 96-97 budget; now, therefore,

BE IT RESOLVED,

1. That the Council authorizes the Executive Officer to execute the AFSCME Local 3580 collective bargaining agreement attached hereto as Exhibit A.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 1996.

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Jon Kvistad, Presiding Officer

Approved as to form:

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Daniel B. Cooper, General Counsel

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EXHIBIT A  
RESOLUTION NO. 96-2375

**ARTICLE 1: PREAMBLE**

THIS AGREEMENT is entered into by Metro and the Oregon Public Employees Council No. 75, Local 3580 of the American Federation of State, County and Municipal Employees, AFL-CIO, hereinafter referred to as "the Union."

The purpose of this Agreement is to set forth the full and complete Agreement between Metro and the Union on matters pertaining to rates of pay, hours of work, fringe benefits and conditions of employment, to promote efficiency in employee work performance, and to provide an equitable and peaceful procedure for the resolution of disputes in the interpretation and application of the terms of this Agreement consistent with Metro's and the Union's mutual objective of providing ever improved services to the public of the ~~Metropolitan Service District~~ region.

The provisions of this Agreement shall be applied equally to all employees in the bargaining unit without discrimination as to age, sex, marital status, sexual preference, race, color, creed, religion, national origin, association or political affiliation, mental or physical handicap.

Except as otherwise provided by law, regulation, or grant provisions, the PARTIES AGREE AS FOLLOWS:

**ARTICLE 2: RECOGNITION**

Section 2.1 Metro recognizes the Union as the exclusive bargaining representative of all permanent employees of Metro, excluding employees who are included in a bargaining unit

represented by the Laborers' International Union, Local 483, and confidential and supervisory employees as defined by ORS 243.650(6) and (423). In the event of a dispute between the parties regarding the confidential or supervisory status of any employee, the parties shall meet and discuss the matter at a mutually agreeable time and place. In the event that the parties are unable to agree on the employee's status, either party may petition the Employment Relations Board of the State of Oregon to resolve the matter.

Section 2.2 Temporary employees are not included in the bargaining unit. Temporary employees shall be defined as those employees working less than one thousand forty-four (1,044) hours per year in a twelve (12) month period from initial hiring, or any 12-month period thereafter. Temporary employees shall not be used to replace and/or diminish wages, hours or other conditions of employment of existing bargaining unit employees except during bona fide recruitment of permanent employees, leaves, or short-term non-recurring work operations. Metro agrees to provide the Union a monthly listing of temporary employees and hours worked from hire date.

### **ARTICLE 3: MANAGEMENT RIGHTS**

The employer shall have and retain the sole responsibility for the management and operation of all Metro functions and direction and control of its work force, facilities, properties, programs and activities, except as expressly limited by the terms and conditions of this Agreement. These rights include but are not limited to the following:

- (1) Determination of Metro's mission, policies, and all standards of service offered to the public

and other local governments;

(2) Planning, directing, controlling and determining the operations or services to be conducted by employees of Metro;

(3) Determining the methods, means, number of personnel needed to carry out any department's mission;

(4) Directing the work force;

(5) Hiring and assigning or transferring employees within or between departments;

(6) To promote, suspend, discipline or discharge consistent with this Agreement;

(7) To lay off or relieve employees due to lack of work or funds or for other legitimate reasons;

(8) To make, publish and enforce rules and regulations including personnel rules and policies that do not violate any specific provision of this Agreement; and

(9) To introduce new or improved methods, equipment or facilities.

(10) To complete performance evaluations of employees as required.

(11) To classify, reclassify or merge positions as required.

#### **ARTICLE 4: UNION SECURITY**

Section 4.1 Membership. Membership or non-membership in the Union shall be guaranteed individual choice of employees within the bargaining unit provided, however, that any employee who chooses to belong to the Union shall be entitled to subsequently withdraw from membership of the Union by the giving of written notice to the Union and Metro.

Section 4.2 Fairshare. Metro agrees to fairshare in accordance with and pursuant to the terms of the Oregon Revised Statutes 243.650 (10) and (~~46~~18) with the understanding that the fairshare for non-union employees shall be equivalent to the dues of the Union membership in Oregon Council 75, American Federation of State, County and Municipal Employees, Local AFL-CIO.

The right of non-association of employees based on bona fide religious tenets or teaching of a church or religious body of which an employee is a member is hereby guaranteed. Such employee shall pay the fairshare amount described hereinabove to a nonreligious charity or to another charitable organization mutually agreed upon by the employee and the Union. The employee shall furnish proof to the Union that this has been done.

Section 4.3 Effective Date. The effective date of withholding Union membership dues or fairshare shall be the first of the month following thirty (30) calendar days of employment.

Section 4.4 Dues Checkoff. Upon receipt of a signed authorization from the employee, Metro

agrees to deduct from the paycheck of each employee authorized by the Union, the regular monthly dues uniformly required of members of the Union and the amount of fairshare determined by application of Article 4.2 of this Agreement from all non-union members of the bargaining unit for which the Union is the exclusive bargaining agent. The aggregate amount deducted, together with an itemized statement, shall be transmitted monthly to the Council 75 offices on behalf of all employees involved. The performance of this service is at no cost to the Union. Metro will not be held liable for any errors or delays, but will make any proper corrections as soon as possible.

Section 4.5 The Union agrees that it will indemnify, defend and save Metro harmless from all suits, actions, proceedings, and claims against Metro, or person acting on behalf of Metro, whether for damages, compensation, reinstatement, or a combination hereof arising out of Metro's implementation of this Article. In the event any decision is rendered by the highest court having jurisdiction that this Article is invalid and/or that reimbursement of the service fee (fairshare) must be made to employees affected, the Union shall be solely responsible for such reimbursement.

## **ARTICLE 5: HOURS AND SHIFTS**

Section 5.1 Forty (40) hours shall constitute the normal workweek, eight (8) hours per day, five (5) consecutive days per week with two (2) consecutive days off. Notice of change in shift starting times or days off will be given prior to the end of the week before the week in which the change becomes effective, and such change will be effective for not less than one (1) week. Provided, however, that this Section shall not govern the payment of overtime, which shall be



strictly governed by Article 7.

Section 5.2 Except in cases of emergency, all employees<sup>1</sup> shall be provided with a fifteen (15) minute rest period during every four (4) hours worked. Rest periods normally shall be taken near the middle of each one-half (1/2) shift whenever feasible.

Section 5.3 Notwithstanding the workweek set forth in 5.1 and 5.2 above, the Union may request and Metro may initiate an alternate workweek schedule, upon mutual agreement of the Union and Metro.

Section 5.4 Shift work shall be permitted in all classifications, without restrictions, on the following basis. The day shift for pay purposes is any shift which begins between 6:00 a.m. and 9:59 a.m. Part-time work which is commenced after 11:59 a.m. and completed by 6:59 p.m. is day shift work. ~~(Revised by Letter of Agreement date 7-11-89, Exhibit D, Attached.)~~

Section 5.5 Employees transferred from one shift to another, unless relieved from work at least a full shift before starting their new shift, shall be paid the overtime rates for the first such new shift worked.

Section 5.6 The second or swing shift for pay purposes shall be defined as any shift which begins after 9:59 a.m. and ends after 6:00 p.m.. An employee scheduled on the second shift shall receive a forty (40) cents per hour shift differential in addition to the employee's regular hourly rate (as set forth in ~~Schedule~~ Exhibit A).

**Section 5.7** The third or graveyard shift for pay purposes shall be defined as any shift which begins after 6:59 p.m. or prior to 6:00 a.m.. Employees scheduled on the third shift shall receive a shift premium of forty-five (45) cents per hour in addition to the regular hourly rate (as set forth in ~~Schedule~~ Exhibit A).

**Section 5.8** Relief shifts shall be defined as:

5.8.1 Any workweek schedule which includes multiple shifts with a maximum of three (3) day shifts. This definition means a workweek consisting of any combination of two (2) or more shifts in which the employee works not less than one nor more than three day shifts and any other shift ~~of~~ shifts.

5.8.2 Employees assigned to relief shifts shall be paid fifty-five (55) cents per hour premium for all hours worked.

5.8.3 Employees working relief shifts shall not receive the shift premium authorized in Sections 5.6 and 5.7 above.

**Section 5.9** The shift differential shall apply to all hours worked during that shift. If an employee works one-half or more of the second or third shift, the employee shall receive the higher differential for all hours worked in that shift.

Section 5.10 The issue of a possible pilot program regarding shift differentials, applicable to Regional Environmental Management (REM) only, shall be referred to the REM Labor/Management Committee.

## **ARTICLE 6: NO STRIKE OR LOCKOUT**

Section 6.1 During the term of this Agreement, neither the Union nor its agents or any employee, for any reason, will authorize, institute, aid, condone or engage in a slowdown, work stoppage, picketing, strike, or any other interference with the work and statutory functions or obligations of Metro. During the term of this Agreement neither Metro nor its agents for any reason shall authorize, institute, aid, or promote any lockout of employees covered by this Agreement.

Section 6.2 If any work stoppage, slowdown, picketing, or strike shall take place, the Union agrees to immediately notify any employees engaging in such activities to cease and desist and to publicly declare that such work stoppage, slowdown, picketing, or strike is in violation of this Agreement and is unauthorized. The Union agrees to immediately notify all Local officers and representatives of their obligation and responsibility for maintaining compliance with this Article including their responsibilities to remain at work during any interruption which may be caused or initiated by others and to encourage other employees violating Section 6.1 above to return to work.

## **ARTICLE 7: OVERTIME AND COMP TIME**

Section 7.1 Overtime worked by employees non-exempt from the Fair Labor Standards Act (FLSA)

shall be paid at one and one half (1-1/2) the employee's regular rate including any regular rate premiums. Overtime is time worked over eight (8) hours per day or over forty (40) hours in one (1) workweek. For employees working four day workweeks overtime is time worked over ten (10) hours per day or over forty (40) hours in one (1) workweek. The "workweek" for purposes of calculating overtime for non-exempt employees is defined as seven (7) consecutive calendar days beginning at 12:01 a.m. on Sunday, and ending on the following Saturday at 12:00 midnight, provided, however, that Metro may establish other, alternative workweeks for individual employees or classes of employees, consistent with the requirements of the FLSA, by so notifying the employees in writing. The "workday" for purposes of calculating overtime for non-exempt employees is defined as the 24-hour period beginning at 12:01 a.m. each day and ending at 12:00 midnight. Overtime shall be paid whenever required by this subsection or the FLSA.

Section 7.2 Upon agreement with a non-exempt employee that overtime not be paid, non-exempt employees shall receive one and one-half (1-1/2) hours of compensatory time off for every hour worked in excess of eight (8) hours (ten (10) hours per day for four day workweek employees) or forty (40) hours per workweek.

Section 7.3 Exempt employees, as salaried professional, executive, and administrative employees under FLSA, shall not be paid overtime nor receive hour-for-hour compensatory time. Metro may, at its sole discretion, allow exempt employees "bonus time" off as determined appropriate by the Executive Officer or his/her designee(s). The decision to grant or disallow bonus time, including the promulgation of any standards or procedures for awarding bonus time,

shall be considered as the exercise of a Management Right allowed by Article 3 of this Agreement.

## **ARTICLE 8: HOLIDAYS**

Section 8.1 All bargaining unit members shall receive one (1) day's hourly pay or no deduction from salary for each of the following designated holidays listed on which they perform no work:

- (1) New Years Day;
- (2) Martin Luther King Day;
- (3) Washington's Birthday;
- (4) Memorial Day;
- (5) Independence Day;
- (6) Labor Day;
- (7) Veterans Day;
- (8) Thanksgiving Day;

(9) Christmas Day;

(10) Two (2) Personal Holidays are allowed each fiscal year on days of each employee's choice, subject to schedule approval of the supervisor. Employees hired after January 1 of each fiscal year shall be entitled to one (1) such holiday in that fiscal year. For purposes of this section, a Personal Holiday is any day chosen by the employee and approved by the supervisor which would otherwise be a regular scheduled workday. The personal holidays must be taken by the employee within the fiscal year in which they accrue.

Section 8.2 All part-time employees will receive holiday pay pro-rated based on average hours worked per work day during the preceding two pay periods.

Section 8.3 Whenever a holiday shall fall on the first day not included in the employee's regularly scheduled work week, the preceding day in an employee's regular workweek shall be observed as a holiday. Whenever a holiday shall fall on the second day not included in the employee's regularly scheduled workweek, the following day in an employee's regular workweek shall be observed as a holiday

Section 8.4 Holidays which occur during vacation or sick leave shall not be charged against such leave.

Section 8.5 Eligible employees shall receive eight (8) hours regular pay for each of the holidays set forth above on which they perform no work. Eligible employees who work a 4-10 schedule

shall receive ten (10) hours regular pay for each of the holidays set forth above on which they perform no work. In addition to holiday pay, any non-exempt employee shall be paid the overtime rate for any holiday actually worked. However, if an employee is scheduled to work on a holiday, that employee will be permitted to defer the holiday with regular pay until a later date. An employee under this section can accumulate no more than five deferred holidays.

## ARTICLE 9: VACATION

Section 9.1 Subject to department approval and the provision on initial probationary period, all bargaining unit employees shall be granted annual vacation leave with pay based on hours worked, accruing at the following rates:

Total Years of <u>Continuous Service</u>	Accrual Rate <u>Per Hours</u>	Equivalent Annual Hour <u>Full-Time Employees</u>
Date of Hire through completion of 3 yrs.	.0385 hours	80 hours
4 years through completion of 7 yrs.	.0577 hours	120 hours
8 years through completion of 11 yrs.	.0770 hours	160 hours

12 years plus

.0862 hours

180 hours

Section 9.2 Permanent employees who have been employed by Metro for more than six (6) consecutive months may be granted accrued vacation leave by approval of the department director or his/her designee.

Section 9.3 Employees shall not accumulate more than two hundred ~~fifty (250)~~ seventy-five (275) hours of vacation leave. Additional hours that would have accrued at the rates in this Agreement shall be forfeited unless a denial of a vacation request prevents an employee from avoiding the ~~250~~275 hours maximum. If denial of a vacation request prevents an employee from avoiding the ~~250~~275 hour maximum, the employee shall be paid at regular rate for those hours accrued over ~~250~~275 hours. Metro paycheck stubs shall contain language advising employees of the 275 hour maximum. This article is subject to the provision that Metro shall have the option to "buy back" any vacation hours over 250 which an employee has accrued at the end of each fiscal year, at the employee's regular straight time rate.

Section 9.4 Department directors or their designees shall schedule vacation for their respective staff with consideration for vacation accrued, seniority, the desires of the staff, and for the work requirements of the department. Vacation schedules may be amended to allow the department to meet emergency situations. Vacation requests more than thirty (30) working days in advance shall not be arbitrarily denied or amended without demonstration of conflict with a prior request or a bona fide work emergency.



Section 9.5 Any regular employee who resigns, retires, is laid off or dismissed from employment with Metro shall be entitled to immediate lump sum payment for accrued and unused vacation at the employee's existing salary rate provided, however, that such lump sum payment shall not be made if separation occurs prior to the completion of the initial probationary period including any extensions.

#### **ARTICLE 10: SICK LEAVE**

Section 10.1 Bargaining unit members shall earn sick leave with pay at a rate of .05 hours per hour worked accrued in an unlimited amount. Qualified employees shall be eligible for use of earned sick leave after working 1 day of service with Metro.

Section 10.2 Employees are eligible to use sick leave only for the following reasons:

- (1) Personal illness or physical disability;
- (2) Illness or physical disability in the employee's immediate family or household requiring the employee to remain at home.
- (3) Medical appointments and office visits.
- (4) As otherwise required by law.

Section 10.3 Employees unable to report to work shall report the reason for absence to their supervisor within (1/2) hour after the scheduled beginning of their shift. At locations where multiple shifts are worked, employees unable to report to work due to illness shall report the reason for the absence to their supervisor one hour prior to the scheduled beginning of their shift. ~~Sick leave with pay shall not be allowed unless such report has been made. The supervisor shall require sick leave beyond three (3) days to be supported by a physician's statement attesting to the illness.~~ An employee shall be entitled to use a maximum of four (4) consecutive days sick leave without a doctor's certificate if the employee has accumulated not less than four hundred (400) hours of sick leave. Otherwise, sick leave beyond three (3) days (or beyond four (4) days, in the case of an employee who has accumulated over 400 hours of sick leave) must be supported by a physician's statement. Sick leave with pay shall not be allowed unless the employee has reported the reason for his/her absence and/or submitted any required physician's statement as required herein.

Section 10.4 Metro and the Union agree that no employee should receive full net wages in paid sick leave while also receiving time loss payments on an insured disability or Workers' Compensation claim. The parties therefore agree as follows:

Where the dual payment would result from the employee filing a claim for time loss payments for an injury or disease the employee shall receive only the paid sick leave, if any, for the same condition necessary to bring the employee to full net take-home pay for the pay period. Metro may recoup any overpayment of sick leave paid, either by deductions from gross wages per pay period in an amount not exceeding 20 percent gross wages until the total overpayment is

recouped, or Metro and the employee may, by mutual agreement, provide for some other means for repayment. Upon repayment of the total amount of the excess, the employee's sick leave account shall be credited with that portion of the sick leave repaid.

Section 10.5 Sick leave shall not continue to accrue during periods of disability or leave unpaid by Metro.

Section 10.6 Notwithstanding the foregoing, employees who misuse sick leave may be subject to discipline and/or may be required to furnish a doctor's certificate for each day of illness. Management will consider the following factors in determining if an employee is misusing sick leave: (a) fraudulent or improper use of sick leave, (b) failure to follow required notification procedures, (c) exhaustion of all accrued sick leave, and (d) use of five (5) days of sick leave in any six (6) month period, provided, however, that this sub-section (d) shall not apply to (i) employees who have accumulated more than four hundred (400) hours of sick leave or (ii) employees who have gone over the five (5) day threshold as a result of a single incident supported by a doctor's certificate. Metro shall not conclude that any employee has misused sick leave without first notifying the employee that he/she appears to be misusing sick leave, and giving the employee an opportunity to respond. The Human Resources Director must concur with any actions taken pursuant to this section.

Section 10.7 Regular full-time employees who use twenty-four (24) hours or less of sick leave within one fiscal year period shall accrue eight (8) additional hours of vacation leave in exchange for eight (8) hours of sick leave at the end of the fiscal year period. Regular part-time employees

who use twenty-four (24) hours or less of sick leave within one fiscal year period shall accrue four (4) additional hours of vacation leave in exchange for four (4) hours of sick leave at the end of the fiscal year period.

## **ARTICLE 11: OTHER LEAVES**

Section 11.1 Bereavement Leave. An employee absent from duty by reason of the death of his or her spouse, parents, children, sister, brother, grandparent, grandchildren, father-in-law, mother-in-law, sister-in-law, brother-in-law, daughter-in-law, son-in-law, or other household member shall be allowed not to exceed three (3) days time off duty without deduction of pay on account of such absence.

Employees may attend a funeral ceremony for a fellow employee within their own department with four (4) hours time off with pay to attend such funeral ceremony, subject to the needs of the operation.

Section 11.2 Military Leave. Employees shall be granted 15 days military leave with pay as required by law. Any remaining leave shall be without pay, as required by law.

Section 11.3 Jury Duty/Court Appearances. Employees shall be granted a paid leave of absence for time off ~~any time required by law for military service, jury service, or as a result of service upon the employee of a lawful subpoena requiring his/her appearance in a court of law or required court appearance in a work-related matter.~~ Any jury or witness fees or mileage will be endorsed over to Metro. In the event that an employee is excused from jury duty prior to the end

of his/her daily work shift, the employee shall promptly return to work.

Section 11.311.4 Disability Leave.

(1) Upon application, supported by a statement of a physician, a leave of absence shall be granted without pay for a period not to exceed six (6) months from the beginning of the disability in cases of the physical disability of a regular employee. Any employee requesting such leave shall file such request in writing with the employee's department director and attach thereto a statement of the attending physician.

The latter physician's statement must indicate that the duration of leave requested is necessary for the disabled employee to recover from the disability. Upon ceasing work, the employee may use any vacation and sick leave earned.

(2) Disability leave without pay shall commence immediately upon completion of the vacation and sick leave. During the first three (3) months of such disability leave, Metro shall continue to provide health, dental, life insurance, accidental death and dismemberment and long-term disability benefits, to the same extent provided other employees, and shall pay all appropriate premiums. If a leave of absence for a disability extends beyond three (3) months, the employee may elect to continue the latter coverages and benefits; upon such election, the gross premiums for such extended coverage shall be paid by the employee. Any and all such extensions of coverages and benefits beyond the first three (3) months shall be subject to any and all restrictions and conditions in each applicable benefit policy or plan.

(3) In the event that any leave of absence on account of a disability exceeds six (6) months, the employee may be dismissed from employment; provided, however, that the Executive Officer may extend such disability leave once by an additional six (6) month period if such extension will not adversely affect the operations of Metro and if prior to the expiration of such six-month period of disability leave, such employee presents to the Executive Officer an attending physician statement that the employee will be able to resume full performance of his/her normal work duties within six months following the expiration of the initial six months of disability leave. However, if the attending physician statement indicates that the employee will require disability leave for a total period extending beyond one (1) year, or if the actual period of disability extends beyond one year, the employee shall be dismissed from employment. Any extension of an employee's disability leave beyond six months by the Executive Officer shall be in writing and shall be filed in the Human Resources office.

(4) Any leave granted under this Section shall constitute and run concurrently with any leave allowed under the Family Medical Leave law.

Section 41.411.5 Parental Leave. Unpaid Parental Leave up to the developmental stage equivalent of twelve (12) weeks for a newborn or for the 12-week period following the date an adoptive parent takes custody of a newly adopted child under six (6) years of age shall be granted to eligible employees.

(1) The employee shall be entitled to take parental leave without being penalized for taking

leave.

(2) An employee returning from parental leave shall be reinstated with no greater or lesser rights in employment than if the employee had not taken the leave. This section is pursuant to ORS 659.360 - 659.370.

(3) All regular employees who have completed ninety (90) calendar days of employment are eligible to request the leave.

(4) Employees have the option of using their accrued vacation leave during the parental leave. If the employee chooses to take leave without pay, benefits will be paid through the last day of the month following the month in which the leave without pay commences. If the employee chooses to utilize accrued vacation, benefits will be continued as long as the leave is continued on paid status. Such leave shall not be used for parental leave unless required by law.

(5) A request shall be submitted to the Human Resources Division thirty (30) calendar days before the occurrence of the event. The request must be in writing and contain the following information:

(A) The employee's intent to take parental leave beginning on a date certain more than thirty (30) days from the date of the request.

(B) The anticipated date of birth of the parent's child, or

(C) The anticipated date that the parent will obtain physical custody of a newly adopted child under six (6) years of age, and

(D) The dates when the parent, or if both parents request parental leave, the dates which each parent will commence and terminate his or her portion of the parental leave.

(6) Employees who return from parental leave by the date listed in the written request on file will be restored to their former position without loss of seniority or vacation credits. If circumstances change so that the employee's former job is no longer available, that worker will be reinstated in an equivalent position. Employees who do not return by the date specified shall be placed on the appropriate lay off list under this Agreement.

Section 11.511.6 Leave Without Pay. All permanent employees may be granted leave of absence without pay and without employee benefits for a period not to exceed six (6) months provided such leave can be scheduled without adversely affecting the operations of Metro. Such leave may be extended once by the Executive Officer for an additional six (6) months. All requests for leave of absence without pay shall be in writing, shall be directed to the department director and shall contain reasonable justification for approval. Requests of less than ten (10) calendar days may be approved by the Department Director. Both the request and the Executive Officer's approval of the request shall be in writing and shall be filed in the Human Resources Division Office. The employee may elect to continue employee coverages and benefits, however, premiums for such extended coverages and benefits shall be paid by the employee. Any and all



such extensions of coverages and benefits shall be subject to any and all restrictions and conditions which may exist in each applicable benefit policy or plan. No employee may be denied leave without pay for arbitrary or capricious reasons. Any employee returning from an approved leave shall be reinstated with no greater or lesser employment rights than if the employee had not taken the leave.

Section 11.7 Family Medical Leave. Metro shall provide Family Medical Leave as required by law. Metro may implement any rules that it deems necessary or desirable to govern requests for Family Medical Leave, provided that such rules comply with the applicable law concerning Family Medical Leave.

## **ARTICLE 12: HEALTH AND WELFARE**

Section 12.1 ~~No later than July 1, 1995<sup>6</sup> or within thirty (30) days from the signing of this Agreement as soon as possible after the signing of this Agreement, whichever comes later,~~ a joint eight (8) member committee comprised of four (4) members appointed by the Union and four (4) members appointed by Metro shall be formed. Metro shall make available to the committee current information regarding insurance premium rates and projected increases as such information becomes available to Metro. The committee shall meet to consider adjustments to benefits or coverages to stay below the specified employer contributions for each year of the Agreement. Each employee may contribute the remainder of the actual composite premium cost greater than the employer contribution, if necessary. In years two and three of this Agreement, the Union may, at its discretion, choose to apply a portion of the agreed-upon cost-of-living adjustment intended for salaries to offset increases in the medical, dental and vision plan. Any

decision the Union makes must apply to all bargaining unit members and must be communicated to the Human Resources Director no later than May 15, 1997 and May 15, 1998. This option may be discussed during the Committee's meetings.

A lawful meeting shall be comprised of an equal number of Union and Metro Committee members with not less than two of each group. The Committee shall make recommendations to the Executive Officer to keep health care costs under the amounts set forth in Sections 12.2 through 12.4 of this article.

The Executive Officer shall consider the committee's recommendations and have the authority to make Plan modifications as necessary. In the event that the parties do not agree, ~~the union has the right to engage the remedies available under ORS 243.712-243.732 including mediation and fact-finding.~~ the parties shall mediate such issues.

Section 12.2 Effective July 1, 1995~~6~~, Metro shall contribute ~~an the full~~ amount ~~not to exceed \$388 per employee per month~~ for an equivalent medical, dental and vision plan provided by an HMO and/or indemnity carrier. Effective July 1, 1997, Metro shall contribute an amount not to exceed \$400 per employee per month for an equivalent medical, dental and vision plan provided by an HMO and/or indemnity carrier. Effective July 1, 1998, Metro shall contribute an amount not to exceed \$414 per employee per month for an equivalent medical, dental and vision plan provided by an HMO and/or indemnity carrier.

Section 12.3 If the Committee established pursuant to Section 12.1, by its actions in year 2 of

this Agreement, can demonstrate cost savings compared to what was budgeted for year 2, such cost savings shall be applied to any year 3 cost increases above the cap set forth in Section 12.2.

Section 12.34 Life Insurance and Additional Dependent Life And Disability coverages shall be maintained at current levels at no cost to the employee unless adjustments are made by the joint committee to keep medical, dental and vision costs below the cap for that coverage.

Section 12.5 Metro agrees to involve the Union in discussions with the agent of record related to rate increases and plan options and provide copies of all information received from the agent of record regarding ways to avoid increased costs. The vehicle for sharing this information will be the committee the parties agreed to in Section 12.1.

## **ARTICLE 13: RETIREMENT BENEFITS**

Section 13.1 ~~Effective July 1, 1991, and d~~During the term of this Agreement, all eligible unit employees shall participate in the Oregon Public Employees Retirement System (PERS), as provided in the Oregon Revised Statutes and by applicable court decisions. The extent of PERS membership shall include prior eligibility service, but shall not include prior benefit service or the unused sick leave option.

Section 13.2 The 5.5% salary increase referred to in Appendix G to the 1995-1996 contract is hereby rolled back pursuant to paragraph 3 of that Appendix. Metro agrees to pay the employee's contribution to the Oregon Public Employees Retirement System in the amount of six (6) percent of the employee's base salary, ~~in lieu of a salary increase on 7/1/91,~~ in addition to the

required employer contributions. ~~(See Appendix G.)~~

Section 13.3 In the event that the decision of the Oregon Supreme Court in Case No. SC-S42333 is revised or reversed by further court action, legislation, or constitutional amendment, this Article shall be reopened for bargaining upon the written request of either party, pursuant to the laws and rules covering interim bargaining.

#### **ARTICLE 14: SALARY ADMINISTRATION**

Section 14.1 Metro shall notify the Union when creating a new classification or substantially revising an existing classification. The Union shall have ten (10) days to request wage negotiations for a new or substantially revised classification.

Section 14.2 Metro will implement a salary rate for the new or revised classification. This rate shall remain in effect subject to negotiations between Metro and the Union. If negotiations result in an increase in salary rate, the increase shall be effective back to the date the new or revised classification was implemented.

Section 14.3 When an employee is assigned for a limited period to perform the duties of a position at a higher level classification for more than three (3) days, the employee shall be compensated for all hours worked at the higher level classification. The employee shall be compensated at the next higher step in his/her range or the first step in the higher classification whichever is greater.

Section 14.4 Employees hired at ~~the entry step one~~ shall be placed at the next step in the salary range after completion of probation. The employee's date of completion of probation shall become the employee's anniversary date. One (1) year after the employee's anniversary and each anniversary date thereafter the employee shall advance one (1) step in the salary range until the employee reaches the top step. Nothing in this section is to be construed to prohibit Metro from placing employees above ~~the entry step one~~. Employees hired above ~~the entry rate step one~~ shall advance one (1) step in the salary range one (1) year after date of hire and each year thereafter until the employee reaches the top step.

Section 14.5 Employees promoted into a higher classification at Metro shall be placed at the next higher step in the new salary range. The next higher step in the new salary range means the next rate that would provide for a five ~~(5%)~~ percent (5%) increase for the promoted employee. This means that an employee promoted from one range to another would not be placed on the next step in the new range. Upon completion of promotional probation employees shall advance to the next step in the new range. The date of completion of promotional probation shall constitute a new "anniversary date" and employees shall advance one (1) step on each anniversary date until the employee reaches the top step. Nothing in this section shall be construed to prohibit Metro from starting promoted employees higher.

Section 14.6 For the purposes of this section, initial and promotional probation shall be six (6) calendar months from the first day of hire or promotion. Initial probationary employees may be terminated without recourse to the grievance procedure. Promotional probationary employees shall return to their former classifications and rate of pay if they fail to complete their probation

without recourse to the grievance procedure. Promotional probationary employees shall not be discharged without just cause and shall have recourse to the grievance procedure.

## **ARTICLE 15: WAGES**

Section 15.1 Effective July 1, 1996, provided that the Tentative Agreement reached that date is ultimately ratified by both parties, Employees shall be paid in accordance with the classifications and rates of pay contained in Exhibit A (attached). (This amounts to a 2.8% increase in wage rates, as well as elimination of the "base step" which existed in prior agreements.) Effective July 1, 1997, and July 1, 1998, the rates set out in Exhibit A shall be increased according to the following formula:

85% of the increase in National CPI-W (1982-84 = 100), measured from March to March in the preceding year, provided, that the minimum increase shall be 2% and the maximum increase shall be 4%.

~~Section 15.2 Effective July 1, 1991, the rates and ranges of all employees shall not be increased, but employees shall receive in lieu of a wage increase, a 6% contribution to PERS pursuant to Article 13. (See Appendix G.)~~

Section 15.32 Employees shall move to the next highest step in the salary range on the employee's anniversary date annually during the life of this Agreement.

Section 15.43 Any non-exempt employee required to return to work before the employee's next

work shift, shall be paid for a minimum of two (2) hours at the rate of one and one-half (1-1/2) times the regular rate. However, when any non-exempt employee is required to work in excess of eight (8) hours in any workday, and the excess time is adjacent to the employee's regular work schedule, the employee will be paid time and one-half (1-1/2) only for the time worked in excess of eight (8) hours.

~~Section 15.5 Upon determination by the Executive Officer, or the Executive Officer's designee, that inclement weather conditions exist, and such determination results in the decision to open later than regularly scheduled hours or close any Metro site and to send the staff home before the end of their normal shift, those employees shall receive pay for a regular shift.~~

~~Section 15.6 No later than January 15, 1996, a joint six member committee comprised of three (3) members appointed by the Union and three (3) members appointed by the employer shall be formed for the purpose of a joint management/labor compensation study. A meeting shall be comprised of an equal number of Union and Employer representatives with not less than two members of each group. The Committee shall provide information to the parties no later than April 1, 1996.~~

## **ARTICLE 16: SENIORITY**

Section 16.1 Seniority shall be computed from date of hire or promotion into the classification. Seniority shall be applied for lay off, shift bidding and elsewhere as specified in this Agreement. In cases in which an employee in a represented class applies for, accepts, and serves time in another represented class, and then voluntarily returns to the originally held class, seniority for

the purposes of shift bidding shall be calculated as the total time from the original appointment to the date of the shift bid, less the time served in the second class.

Section 16.2 Where Metro employs multiple shift operations employees, such employees shall have the right to choose appropriate shifts every six (6) months or whenever a vacancy occurs. Employees shall indicate their shift preference in writing to their immediate supervisor prior to the filling of a vacancy. The supervisors shall assign employees based on written seniority preference. Employees may not be denied seniority preference for arbitrary and capricious reasons. ~~(See attached Appendix A for shift bid implementation procedure.)~~ The parties hereby agree that the shift bidding process specified in this Section 16.2 will be implemented in the following manner:

(1) Formal shift bids will be held every six months, at which time employees will submit, in writing, their shift preferences. The shifts will then be assigned based on the written seniority preference.

(2) During the interim six-month period between the formal shift bids described in paragraph 1, above, supervisors will post openings for seven (7) calendar days. The senior employee submitting a written bid will be awarded the position. The bidding employee's position will then be posted and bid in a similar fashion. Any open position after that will be filled at the Employer's discretion.

The issue of bidding shifts more frequently in Regional Environmental Management (REM)



shall be referred to the REM Labor/Management Committee.

Section 16.3 Seniority shall be continuous service in the employee's classification. Time spent on approved leave or as a result of on the job injury or illness shall not be considered a break in service. Continuous service in lower classifications shall count as total seniority in the case of lay off. Metro shall publish and distribute semi-annually and thirty (30) days prior to any lay off a seniority list for all employees.

Section 16.4 Lay off shall be defined as a separation from service for involuntary reasons not reflecting discredit upon employees. The Executive Officer shall determine the number and classifications to be laid off ~~by Department~~. All temporary, seasonal and probational employees within the classification ~~within the Department~~ selected for lay off shall be laid off prior to any lay off of permanent employees.

Section 16.5 Employees will be laid off by classifications with the least senior employees laid off first. In cases of ties in seniority within classification, total Metro service seniority shall be the tie breaker. Employees shall be given thirty (30) days notice of lay off. Employees given notice of lay off shall within ten (10) working days:

- a. ~~a~~Accept demotion to a former classification previously served, including bumping the least senior employee in that former classification, provided the bumping employee has more classification seniority in the former classification; or, and provided that the receiving manager determines that, on the basis of relevant job skills, the affected employee can perform all of the

duties of the specific position adequately within two weeks.

b. aApply for appointment to a vacant Metro position at the same or lower salary range for which the employee meets the minimum qualifications. The best qualified employee given notice of lay off shall be appointed to a vacant position for which the employee applies and meets the minimum qualifications, provided that the receiving manager determines that, on the basis of relevant job skills, the affected employee can perform all of the duties of the specific position adequately within two weeks.

c. Accept layoff.

d. Disputes concerning layoffs shall be handled through the grievance procedure, beginning at step 3.

## **ARTICLE 17: DISCIPLINE AND DISCHARGE**

Section 17.1 No employee may be disciplined or discharged without just cause.

Section 17.2 No employee shall be denied Union ~~and/or legal~~ representation in any investigation. Employees shall receive all rights and safeguards provided by the State and Federal Constitutions.

Section 17.3 Any employee ~~suspended or discharged~~ may appeal such action in writing within fifteen (15) calendar days directly to the ~~Executive Officer~~ Director of Human Resources step of

the grievance procedure, provided that all other requirements of Article 19 shall apply. All other disciplinary actions shall be processed through the grievance procedure from the first step.

Section 17.4 If Metro has reason to reprimand or discipline an employee, every reasonable effort shall be made to avoid embarrassment to the employee before other employees or the public.

## **ARTICLE 18: SAFETY AND HEALTH**

Metro agrees to provide a safe and healthful workplace, as required by law. Metro also agrees to provide and maintain all clothing, tools and equipment required by Metro for use by the employee. (See ~~Appendices D, E, and F~~ Article 36.)

Metro and the Union will establish joint labor-management safety committees in compliance with current Oregon law and administrative rules. Joint Safety committees will be established to represent the following primary places of employment:

1. Metro Center

2. Metro Washington Park Zoo

3. All Solid Waste facilities under Department of Regional Environmental Management and control.

Metro and the Union will each elect or appoint an appropriate number of representatives and

alternates to the committees specified above in accordance with the statute. Metro and the Union agree to establish new committees as required by expansion or reorganization.

Each safety committee shall inquire into and make recommendations to Metro on all safety issues in the work area. Any employee who observes an unsafe condition in the workplace shall promptly report the same to his/her supervisor. The supervisor shall promptly take appropriate action.

No employee shall be disciplined for failure to perform an unsafe work operation or operate unsafe equipment.

## **ARTICLE 19: GRIEVANCE PROCEDURE**

Section 19.1 A grievance for the purposes of this Agreement is any dispute regarding the meaning, application or interpretation of any provision of this Agreement. Grievances except as noted elsewhere in this Agreement shall be processed as follows:

Section 19.2 Within fifteen (15) working days of the alleged dispute or the employee's first knowledge of such dispute, the employee alone or accompanied by the Union shall file the written grievance with the employee's immediate supervisor.

Section 19.3 Within five (5) working days the supervisor shall respond in writing to the employee and Union. Failure of the supervisor to respond, or failure of the grievance to be resolved at this level, shall permit the employee or Union to advance it to the next level within

five (5) working days of the deadline for the supervisor's response.

Section 19.4 Any grievance not resolved or advanced from 19.3 shall be reduced to writing on a form mutually agreed to by the parties. The employee and the Union may present the grievance in a meeting with the Director of the employee's particular Department. The Director may respond within ten (10) working days of receipt of the written grievance.

Section 19.5 Any grievance not resolved at the Director's level, or failure of the Director to respond, will allow the Union to escalate the grievance within five (5) working days of the deadline for the Director's response. It shall be filed with the Executive Officer of Metro. The Executive Officer or his/her designee shall respond within ten (10) working days of receipt of the written grievance. Failure of the Executive Officer to respond or if the grievance is not resolved it may be advanced to the next level by the Union within ten (10) working days of the deadline for the Executive Officer's response.

Section 19.6 If the parties are unable to resolve the grievance or as required elsewhere in the Agreement the Union may request binding arbitration to resolve the dispute. The Union shall request a list of five (5) arbitrators from the State of Oregon Mediation and Conciliation Service. Such request shall not prohibit the parties also requesting grievance mediation at the same time. Any mediation shall be mutually agreeable to the parties. Upon receipt of the list the parties shall select an arbitrator by mutual agreement or alternate striking of names with the Union proceeding with the first strike. The Arbitrator thus selected shall be contacted by the parties to set a hearing.

Section 19.7 The Arbitrator's decision in the grievance shall be final and binding upon the parties. The Arbitrator's decision shall be within the scope of the Agreement. The Arbitrator shall have no authority to alter, amend, modify, add to or detract from the Agreement. The losing party shall pay the cost of the Arbitrator's award. All other expenses shall be borne by the party incurring them.

## **ARTICLE 20: EQUAL OPPORTUNITY**

Section 20.1 Metro and the Union agree to continue their policies of not unlawfully discriminating against any employee because of race, color, religion, sex, sexual orientation, national origin, mental or physical disability, marital status, political affiliation, or Union activity.

Section 20.2 Any complaint alleging unlawful discrimination based on race, color, religion, sex, sexual orientation, national origin, age, mental or physical disability, marital status or political affiliation which is brought to the Union for processing will be submitted directly to the Executive eOfficer or designee. If such a complaint is not satisfactorily resolved within thirty (30) days of its submission, it may be submitted to the Bureau of Labor and Industries for resolution.

Section 20.3 If an employee has a grievance alleging unlawful discrimination based on Union activity, it shall be first pursued through the grievance procedure at the Executive Officer's level, however, the parties may mutually agree, in writing, to waive arbitration on any such grievance allowing the matter to be resolved through the Employment Relations Board.

## **ARTICLE 21: MAINTENANCE OF STANDARDS**

~~Metro agrees that all conditions of employment in its individual operations relating to wages, hours of work, overtime differentials and general working conditions directly related to job performance shall be maintained at not less than the highest standards in effect at the time of the signing of this Agreement, except where those standards have been modified through collective bargaining. It is agreed that the provisions of this Article shall not apply to inadvertent or bona fide errors made by Metro or the Union in applying the terms and conditions of this Agreement, if such error is corrected within ninety (90) days from the date of Metro's first knowledge of the error. Any disagreement between the local Union and Metro with respect to this matter shall be subject to the grievance procedure.~~

## **ARTICLE 21: PAST PRACTICE**

Section 21.1 The parties recognize Metro's full right to direct the work force and to issue work orders and rules and that these rights are diminished only by the law and this Agreement.

Section 21.2 Metro may change or issue new work practices or rules covering permissive subjects of bargaining, including issuing rules over issues which are nonnegotiable and are not in conflict with or otherwise addressed in a specific provision of this Agreement.

Section 21.3 Metro agrees to bargain over any proposed changes in "Working conditions" considered mandatory subjects of bargaining, unless the subject was submitted as a written

proposal during negotiations for this Agreement, in which case it cannot be opened by either party.

Section 21.4 Demand to Bargain. If the Director of Human Resources believes that the subject change is a mandatory subject of bargaining, the parties shall meet within ten (10) days of the Union's request to meet. If agreement is reached by the parties during the meeting under this Section, then the agreement shall be reduced to writing and signed by the parties.

If the Director of Human Resources believes that the subject change is a permissive or prohibited subject of bargaining, the Director of Human Resources shall inform the Union that Metro refuses to bargain the subject change within fifteen (15) calendar days of the Director of Human Resources' receipt of the demand to bargain.

The Union may then file an unfair labor practice complaint with the Employment Relations Board. If the Board determines that the change is a permissive or prohibited subject of bargaining, the Union shall withdraw its demand to bargain. If the Board determines the change is mandatory, the parties shall meet to negotiate the change. If, after bargaining, the parties do not reach agreement, the Union may submit the matter to arbitration. The arbitrator shall have authority to set aside changes which are arbitrary and capricious. The notice must be received by the Director of Human Resources within fifteen (15) days immediately following the last date the parties met to negotiate the change.

Nothing herein is intended to prevent the parties from agreeing, on a case-by-case basis, to



resolve matters covered by this Article through a collaborative/interest-based process.

## **ARTICLE 22: PERSONNEL FILE**

Section 22.1 Metro shall maintain one (1) official personnel file for all employees. This file shall be maintained in the Metro Human Resources Office. No document, report or correspondence of an adverse nature shall be placed in this file without a signature by the employee or a statement signed by the supervisor which indicates the employee has been shown the document and refused to sign it. An employee's signature shall not be construed to mean the employee agrees with the content.

Section 22.2 All material in the official personnel file of any employee may be inspected by the affected employee. No material of an adverse nature may be used against an employee unless entered in the official Metro file as described in subsection 22.1. An employee upon request shall have the right to view all material in the employee's personnel file.

Section 22.3 All disciplinary material shall be expunged from the personnel file two (2) years from the date the material was entered, provided that the employee has received no other disciplinary action. Periodic performance appraisals shall permanently remain part of the official personnel file. Supervisors may elect to remove disciplinary material from an employee's personnel file prior to the end of the 2 year period specified above. Any material of an adverse nature shall be removed if not entered in accordance with subsection 22.2. Employees may include in their official personnel file any material rebutting disciplinary material that they believe to be incorrect. Grievances shall not be maintained in the personnel file.

Section 22.4 A written record of an oral reprimand may be included in the personnel file as disciplinary material subject to the restrictions specified in 22.3. Such a written record will consist only of the date of the reprimand and a brief one-two sentence statement of the reason for the reprimand.

## **ARTICLE 23: OUTSIDE EMPLOYMENT**

Employees may engage in outside employment, provided that such outside employment does not:

1. Create a conflict of interest with the employee's Metro duties; and
2. Create an inability to perform employee's job duties at Metro.---

Employees who engage in outside employment which is found to violate the above restrictions and who have failed to notify their department director of such employment shall be discharged.

## **ARTICLE 24: UNION RIGHTS**

Section 24.1 Bulletin Boards: Metro agrees to furnish and maintain suitable bulletin boards in convenient places in each work area to be used by the Union. The Union shall limit its posting of notices to such bulletin boards. All posting of notices on bulletin boards by the Union shall be signed and dated by the individual doing the posting. (Union bulletin boards will be placed at locations specified in Appendix C.) as follows:

Metro Regional Center

Employee Lounge/Lunchroom 4th floor

Growth Management Services Department - 3rd floor

west wall across from the coffee area -

east wing

Regional Environmental Management 2nd floor

Department - west wall across from the

coffee area - east wing

Administrative Services Department 2nd floor

coffee/copy room - north wall - west wing

Hallway near Regional Parks and 1st floor

Greenspaces Department

Gatehouse each site

Zoo Administration Office Area

Each bulletin board will have a sign designating a specific AFSCME posting area. Members must confine their posting to these areas.

Section 24.2 Union Representatives: The Union shall appoint and certify the names of shop stewards to Metro.

Shop stewards shall be allowed to investigate and process grievances during working hours. In the event such activities would interfere with either the steward's or employee's work Metro agrees to arrange a mutually agreeable time within seventy two (72) hours. The steward must notify his/her supervisor prior to engaging in Union activity.

## **ARTICLE 25: SAVINGS CLAUSE**

Should any Article, Section or portion thereof of this Agreement be held unlawful and unenforceable by any court of competent jurisdiction, such decision shall apply only to the specific Article, Section or portion thereof directly specified in the decision. Upon the issuance of any such decision, the Parties agree immediately to negotiate a substitute, if possible, for the invalidated Article, Section or portion thereof. All other portions of this Agreement and the Agreement as a whole shall continue without interruption for the term of this Agreement.

## **ARTICLE 26: CHILD CARE**

~~1. A committee of up to three Union and three Management persons will meet beginning no later than 30 days after the signing of this Agreement to study child care concerns to include, but not be limited to:~~

~~a. The need for child care among bargaining unit members.~~

~~b. Costs associated with child care.~~

~~c. Evaluating the feasibility of on-site day care, facilities.~~

~~d. Possible funding sources for child care facilities.~~

~~Within 90 days of its first meeting, the Joint Committee on Child Care Concerns will issue a report summarizing the results of their study. Only failure to meet will be subject to the grievance procedure.~~

~~2. Section 26.1 Metro shall establish under the terms of Section 129 of the IRS Code, as a pre-tax benefit, a voluntary deduction by the employee to a flexible spending account for child care.~~

## **ARTICLE 27: EMPLOYEE ASSISTANCE PROGRAM (EAP)**

~~Effective July 1, 1991, during FY 1991/1992, Metro shall provide at no cost to the employee an employee assistance program. Thereafter, for the remainder of this Agreement, continuance of the EAP shall be subject to approval of funding by the Metro Council.~~

## **ARTICLE 28: INCLEMENT WEATHER**

Section 28.1 Upon determination of the Executive Officer or the Executive Officer's designee,

that inclement weather conditions exist, and such determination results in the decision to open later than regularly scheduled hours or close any Metro site to send the staff home before the end of their normal shift, those employees shall receive pay for a regular shift.

## **ARTICLE 29: RECOUPMENT OF WAGE AND BENEFIT OVERPAYMENTS/UNDERPAYMENTS**

### **Section 29.1 Overpayments.**

(1) In the event that an employee receives wages or benefits from Metro to which the employee is not entitled, regardless of whether the employee knew or should have known of the overpayment, Metro shall notify the employee in writing of the overpayment which will include information supporting that an overpayment exists and the amount of wages and/or benefits to be repaid. For purposes of recovering overpayments by payroll deduction, the following shall apply:

(A) Metro may, at its discretion, use the payroll deduction process to correct any overpayment made within a maximum period of two (2) years before the notification.

(B) Where this process is utilized, the employee and Metro shall meet and attempt to reach mutual agreement on a repayment schedule within thirty (30) calendar days following written notification.

(C) If there is no mutual agreement at the end of the thirty (30) calendar day period, Metro shall implement the repayment schedule stated in subsection (D) below.

(D) If the overpayment amount to be repaid is more than five percent (5%) of the employee's regular monthly base salary, the overpayment shall be recovered in monthly amounts not exceeding five percent (5%) of the employee's regular monthly base salary. If an overpayment is less than five percent (5%) of the employee's regular monthly base salary, the overpayment shall be recovered in a lump sum deduction from the employee's paycheck. If an employee leaves Metro service before Metro fully recovers the overpayment, the remaining amount may be deducted from the employee's final check.

(2) An employee who disagrees with Metro's determination that an overpayment has been made to the employee may grieve the determination through the grievance procedure.

(3) This Article does not waive Metro's right to pursue other legal procedures and processes to recoup an overpayment made to an employee at any time.

#### Section 29.2 Underpayments.

(1) In the event the employee does not receive the wages or benefits to which the record/documentation has for all times indicated the employer agreed the employee was entitled, Metro shall notify the employee in writing of the underpayment. This notification will include information showing that an underpayment exists and the amount of wages and/or benefits to be repaid. Metro shall correct any such underpayment made within a maximum period of two years before the notification.

(2) This provision shall not apply to claims disputing eligibility for payments which result from this Agreement. Employees claiming eligibility for such things as leadwork, work out of classification pay or reclassification must pursue those claims pursuant to the timelines elsewhere in this Agreement.

### **ARTICLE 30: CONTRACTING OUT**

In the event that a Metro decision to contract out work normally performed by bargaining unit members would result in the layoff of bargaining unit members, Metro shall provide the Union with notice of its intent to contract out and shall, upon demand, bargain the impact of such a decision.

### **ARTICLE 31: EDUCATION AND TRAINING**

Section 31.1 Metro and AFSCME Local 3580 share a desire to retain a skilled workforce. To the extent possible, Metro will make available to regular employees, including support and technical staff, current information about available training opportunities.

Section 31.2 Job-related training for employees may be conducted both during and outside of an employee's work schedule. When an employee's attendance is required by Metro, she/he shall be notified in writing and shall be paid for the time as time worked. When a regular status employee requests job related training/education, the request shall be made in writing to his/her Department Director. Department Directors have the discretion to approve or deny the request. Department Directors may agree to provide financial assistance and/or paid leave to employees



who request to participate in job-related training/educational programs. Department Directors may deny requests based on, but not limited to, operating requirements, priorities or budget limitations.

Section 31.3 Metro may offer in-house training for employees to improve their knowledge, skills and abilities to perform their job.

## **ARTICLE 32: JOB SHARING**

Section 32.1 "Job Sharing Position" means a full-time position that may be held by more than one individual on a shared-time basis where each of the individuals holding the position works less than full time.

Section 32.2 Job sharing is voluntary. An employee who wishes to participate in job sharing shall submit a written request to his/her supervisor and the Human Resource Director. The Human Resource Director shall register the requesting employee by name, department, classification and date of request. When a hiring manager requests to fill a vacant position by "job share", the internal recruitment will include that the position is a job share opportunity..

Section 32.3 Job sharing employees shall accrue vacation leave, sick leave, and holiday pay based on a prorated share of hours worked in a month during which the employee has worked thirty-two (32) hours or more. Individual salary review dates will be established for job share employees. Job share employees shall be entitled to share the employer paid insurance for one (1) full-time position based on a prorate of regular hours scheduled per week or per month.

whichever is appropriate. In any event, the employer contribution for insurance benefits in a job share position is limited to the amount authorized for one (1) full-time employee.

Section 32.4 If one (1) job sharing partner in a job sharing position is removed, dismissed, resigns, or otherwise is separated from Metro employment, the hiring supervisor has the right to determine if job sharing is still appropriate for the position. If it is determined that job sharing is not appropriate or Metro is unable to recruit qualified employees for the job share position, Metro shall have the right to terminate the job sharing arrangement. In such event, the remaining job share partner shall have the following options: (1) assume the position on a full-time basis; (2) request a lateral transfer to a vacant part-time position for which he/she is qualified; or (3) voluntarily demote to a vacant part-time position for which he/she is qualified.

### **ARTICLE 33: FLEX TIME**

Section 33.1 "Flex Time" is defined as an alternate work schedule for regular full-time employees which accommodates Metro's operating requirements. Flex time begins no earlier than 7:00am and ends no later than 6:00pm. Exceptions shall be mutually agreed to in writing between the supervisor and the employee(s). Flex time will not impair Metro's need to meet operating requirements through assigned overtime or other similar scheduling. Flex time may be canceled with seven (7) days notice to the employee(s).

Section 33.2 An employee or a group of employees in the same work unit desiring a flexible work schedule or a change in work schedule may request such a change in writing from his/her/their supervisor. The request shall include benefits to Metro of the requested schedule. If

the supervisor approves the flexible work schedule, the employee(s) waives all rights to reporting pay, overtime compensation or other forms of penalty pay during the transition from one schedule to another to the maximum extent permitted by the FLSA.

#### **ARTICLE 34: CDL POLICY**

Section 34.1 In the event that any AFSCME-represented employees are assigned duties which require a Commercial Drivers License (CDL), those employees shall be subject to the CDL Drug and Alcohol Policy currently applicable to Metro's employees who are represented by the Laborers International Union Local 483.

#### **ARTICLE 35: SMOKE-FREE BUILDING**

The parties hereby agree that the Metro Center Building is a smoke-free area in which smoking is not permitted

#### **ARTICLE 36: CLOTHING ALLOWANCES**

##### **A. REM**

It is agreed by the Union and Metro that for Scalehouse Clerks, Hazardous Waste Technicians, and Hazardous Waste Specialists, Metro will, in each year of the Contract, provide the following uniform:

Five (5) pairs of pants

Five (5) shirts

Two (2) sweaters

One (1) belt

One (1) pair of shoes

One (1) winter jacket

The five shirts may be selected from three styles: short sleeve, long sleeve pleated front and long sleeve plain front at the employee's option. Metro will determine the style and color of the uniform; any changes to the style and color of the uniform and reasonable rules concerning the maintenance and wearing of the uniform shall be made at the discretion and direction of the site supervisor. Changes in the uniform rules will be posted with due notice. Metro retains the right to alter, amend or discontinue this practice of providing uniforms at its sole discretion.

Normal wear and tear is expected and any uniforms that are damaged or suffer unusual wear due to the performance of on-the-job duties will, at the discretion and direction of the site supervisor, be replaced by Metro. Uniforms are to be provided for wear during work hours, including travel to and from the job site, and may not be worn at any other time.

Each employee who receives a uniform will be granted \$15 per month to clean and care for the uniform to be paid to each employee once per month.

Employees who have special needs may at their option select different fabric types or sizes to accommodate these needs. If the cost of the special uniforms is higher than the uniform provided

by Metro, the employee will pay the difference.

Employees shall promptly deliver all Metro uniform items issued to them in the preceding 12-month period upon termination. Failure to return any uniform items shall result in the replacement cost being assessed against the employee.

#### B. Zoo Security

It is agreed by the Union and Metro that for Security Officers Metro will provide the following items and replace them as stated below. These items will constitute the uniform to be worn while on duty.

#### TO BE REPLACED BY METRO EVERY TWELVE (12) MONTHS

Four (4) pairs of trousers (employee's choice of winter or summer weight)

One-Two (1-2) pairs of black shoes (\$70.00 allowance per year)

#### TO BE REPLACED BY METRO EVERY TWENTY-FOUR (24) MONTHS

One (1) winter jacket

One (1) summer windbreaker jacket

Six (6) shirts (employee's choice of long or short sleeve)

One (1) winter cap (washable and rainproof)

The items listed above will be of such quality as to remain serviceable for the applicable twelve- or twenty-four-month period, under normal conditions. Items damaged in the line of duty will be repaired or replaced by Metro. There will be an annual dry-cleaning allowance of \$15.00 to clean the winter jacket. There will be a monthly allowance of \$15.00 for laundering and maintenance of the other uniform pieces. Both uniform allowances will be paid to each security officer by Metro. It will be the responsibility of each security officer to care for the equipment, to keep uniforms neat, clean, relatively wrinkle-free, and maintain good personal hygiene; all in keeping with the portrayal of a positive Metro Washington Park Zoo representative. Security Officers will be responsible for purchasing the shoes and Metro will reimburse them after being presented with receipt of purchase. Security Officers may combine two years worth of the \$70.00 per year shoe allowance in order to purchase a shoe of better quality.

The following uniform equipment will be provided to each security officer by Metro and, with average wear and tear, be replaced by Metro as needed.

One (1) officer notebook and case

One (1) nylon duty belt

One (1) badge

One (1) nameplate

One (1) mini-maglite flashlight and holster

One (1) glove pac (for minor first aid)

One (1) CPR mask

One (1) security office access key

Ten (10) shoulder patches

One (1) flashlight holder

One (1) key ring holder with protector

C. For both REM and Zoo employees, the \$15 monthly allowance for laundering and maintenance shall be increased on July 1, 1997 and July 1, 1998 by 100% of National CPI-W (1982-84 = 100), measured from March to March of the preceding year.

#### **ARTICLE 2837: TERM OF AGREEMENT**

This Agreement shall remain in full force and effect from July 1, 1995~~6~~, to June 30, 1996~~9~~.

Either party may give written notice sixty (60) days prior to the expiration of the Agreement of its intention to renegotiate the terms and provisions of this Agreement.

## SIGNATURE PAGE

METRO:

By: \_\_\_\_\_  
Mike Burton  
Executive Officer  
Date: \_\_\_\_\_

METRO NEGOTIATING TEAM:

By: \_\_\_\_\_  
Judy Gregory  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Mark B. Williams  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Gail McKenzie  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Terry Petersen  
Date: \_\_\_\_\_

AFSCME COUNCIL 75

By: \_\_\_\_\_  
Ken Allen  
Executive Director  
Date: \_\_\_\_\_

AMERICAN FEDERATION OF STATE,  
COUNTY, AND MUNICIPAL  
EMPLOYEES LOCAL NO. 3580  
NEGOTIATING TEAM:

By: \_\_\_\_\_  
Yvonne Martinez  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Cathy Thomas  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Ron Sarver  
Date: \_\_\_\_\_

By: \_\_\_\_\_  
Denise Hays  
Date: \_\_\_\_\_



## APPENDIX A: LETTER OF AGREEMENT REGARDING TELECOMMUTING

The parties hereby agree to the terms of Executive Order No. 52 regarding telecommuting, a copy of which is attached.

FOR METRO: \_\_\_\_\_ FOR AFSCME COUNCIL 75

By: _____	By: _____
Mike Burton	Ken Allen
Executive Officer	Executive Director
Date: _____	Date: _____

<u>METRO NEGOTIATING TEAM:</u>	<u>AMERICAN FEDERATION OF STATE,</u>
_____	<u>COUNTY, AND MUNICIPAL</u>
_____	<u>EMPLOYEES LOCAL NO. 3580</u>
_____	<u>NEGOTIATING TEAM:</u>

By: _____	By: _____
Judy Gregory	Yvonne Martinez
Date: _____	Date: _____

By: _____	By: _____
Mark B. Williams	Cathy Thomas
Date: _____	Date: _____

By: _____	By: _____
Gail McKenzie	Ron Sarver
Date: _____	Date: _____

By: _____	By: _____
Terry Petersen	Denise Hays
Date: _____	Date: _____

**EXECUTIVE ORDER NO. 52**

**EFFECTIVE DATE: December 16, 1994**

**SUBJECT: TELECOMMUTING**

**Definition:** Telecommuting is defined as transportation and work alternatives that substitute home-to-work commuting with working at home or at satellite work locations as authorized by a supervisor.

**Policy Statement:** Metro supports authorized telecommuting by employees to reduce energy used in transportation, to decrease traffic congestion, to improve air quality, and to improve the environment.

This policy addresses telecommuting on a part-time basis, generally one to two days per week or for special projects as assigned. It does not set conditions for home-based employees, whose primary place of business is their home.

Telecommuting does not include temporary work at home due to specific employee situations such as child care, recovering from an illness or caring for an ill family member. Such situations should be arranged between the employee and his/her supervisor. This policy will comply with all applicable provisions of the Americans With Disabilities Act (ADA).

**CONDITIONS:** To ensure an effective, productive telecommuting program, Metro establishes the following policies:

**A. GENERAL**

1. Professionalism in terms of job responsibilities, work products, and customer or public contact will continue to follow the same high standards as currently are being met by Metro staff.
2. Metro is committed to the telecommuting program and will enhance network access from remote locations. However, current system constraints may not guarantee modem access to the system.
3. Telecommuting is not suitable for all employees and/or positions. Any employee who wants to telecommute must discuss the request with his/her supervisor. The supervisor will make the final decision about telecommuting and suitability. A supervisor may terminate an authorized telecommuting situation at any time.

4. To be eligible to participate, an employee must have completed the probationary period in his/her current position. Employee participation in Metro's telecommuting program is voluntary.
5. Telecommuters must be self-motivated, have minimal requirements for face-to-face daily supervision, and must be conscientious about work time and productivity.
6. Employee salary/wages, benefits, and employer-sponsored insurance coverage will not change as a result of telecommuting.
7. A telecommuting employee's conditions of employment remain the same as for non-telecommuting employees.
8. Telecommuting is not a substitute for child care. Telecommuters shall make appropriate child care arrangements during the agreed-upon telecommuting work hours.
9. Trips between the employee's home and primary work location are not reimbursable.
10. While telecommuting, the employee should be reachable by telephone, fax, network access, or E-Mail during agreed-upon work hours. The employee and supervisor will agree on how to handle phone messages, including the feasibility of call forwarding, voice-mail, frequency of checking phone messages, and feasibility of having a home phone answering machine.
11. More specific conditions relating to the employee's telecommuting are detailed in the Telecommuting Agreement (Attachment 1), which must be filled out by the employee and his/her supervisor prior to the start of telecommuting.

#### **B. HOME OFFICE**

1. A designated home work space shall be maintained by the telecommuter that is quiet, free of distractions and kept in a clean, professional and safe condition, with adequate lighting and ventilation.
2. Since the employee's home work space is an extension of Metro work space, Metro's liability for job-related accidents or injuries will continue to exist during the approved work schedule and in the employee's designated work location. To ensure that safe working conditions exist, Metro retains the right to make on-site inspections of the home work space at mutually agreed upon times.

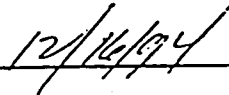
3. A consistent schedule of telecommuting work days and hours is desirable for many jobs to ensure regular and predictable contact with Metro staff and others. For some positions, more flexibility in work hours and days is feasible. A specific work schedule will be stated in the Telecommuting Agreement and must be authorized by the supervisor.

#### C. SUPPLIES AND EQUIPMENT

1. Office supplies will be provided by the employee's department. Out-of-pocket expenses for supplies normally available in the department will not be reimbursed.
2. Metro will not provide office furniture for telecommuters.
3. The following conditions shall apply to use of computers, software and other equipment:
  - a. In most instances, the telecommuter will provide his/her own equipment. Use of Metro equipment will be decided by the supervisor. Metro equipment in the home office may not be used for personal purposes.
  - b. Metro-owned software shall not be duplicated.
  - c. The telecommuter and supervisor will comply with the Using Business Software Home Directive in the Computer Handbook published by ISD.
  - d. The home computer must be plugged into a surge protector and have current virus protection maintained on it.
  - e. Restricted-access materials shall not be taken out to the office or accessed through the computer unless approved in advance by the supervisor.
  - f. Unless otherwise agreed to in writing prior to any loss, damage, or wear, Metro does not assume liability for loss, damage, or wear of employee-owned equipment.



Rena Cusma, Executive Officer



Dated

Attachment A

Executive Order No.: 52

METRO TELECOMMUTING AGREEMENT

THESE CONDITIONS FOR TELECOMMUTING ARE AGREED UPON BY THE EMPLOYEE AND SUPERVISOR:

1. The employee agrees to work at the following location (please describe designated work area, e.g. home office, isolated section of the living room, etc.):

---

---

2. The employee's usual telecommuting work hours will be:

---

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3. The following are typical assignments to be worked on by the employee at the remote work location:

---

---

4. Business telephone calls, including long distance telephone calls between the employee's home and primary office, made from the home will be paid as follows (e.g. Department credit card; employee reimbursement, etc.):

---

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5. The decision whether to install a telephone line to the home for a personal computer will be made between the supervisor and employee. If such a line is installed, the expenses will be handled as follows:

---

---

6. Data calls made from the home with a personal computer will be reimbursed as follows:

---

---

7. The following equipment will be used by the employee in the remote work location (please specify whether equipment is Metro or employee owned):

---

---

---

8. Employee agrees to call the office to obtain messages at least \_\_\_\_ times per day while working at home. Employee (agrees) (does not agree) to have a home answering machine, paid for by the employee, for messages. (Write in the specific agreement for phone availability of the employee):

---

---

9. Employee agrees to participate in Metro-provided telecommuting training.

10. Employee agrees to participate in Transportation Planning's evaluation of telecommuting including mileage logs and completion of questionnaires and other surveys.

11. Employee agrees to allow Metro to inspect the employee's designated work location at mutually agreed upon times to ensure that safe working conditions exist.

12. Additional conditions agreed upon by the telecommuting employee and the supervisor are as follows (e.g. child care arrangements, need of employee to attend meetings as necessary, etc):

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---

This Agreement is subject to cancellation by the supervisor at any time as stated in the Telecommuting Executive Order No. 52.

I have read and understand Metro's telecommuting policies and agree to the conditions detailed.

Date: \_\_\_\_\_

Employee Signature: \_\_\_\_\_

Supervisor Signature \_\_\_\_\_

Department Director \_\_\_\_\_

cc Employee's Personnel File

## **APPENDIX B: LETTER OF AGREEMENT REGARDING LABOR/MANAGEMENT COMMITTEES**

To improve communications and further each party's commitment to solving problems and improving relations, the parties agree to create, on a pilot basis, joint labor/management committees within Metro, as further agreed between the parties.

Each committee will consist of three (3) employee members appointed by the Union and three (3) members of management. Employees appointed by the Union will be in pay status during the time spent in committee meetings. Time spent in committee meetings shall neither be charged to leave credits nor considered as overtime worked.

The committees will use the interest-based problem solving method to reach consensus. The parties will share the costs of training of the committee members in interest-based problem solving.

It is understood by the parties that the committees shall be on a "meet and confer" basis only and shall not have the authority to negotiate amendments to this agreement or other mandatory or permissive subjects of bargaining. Matters which may require a letter of agreement shall not be implemented until such Letter of Agreement has been signed by the Human Resources Director and the AFSCME Council Representative. It is the intention of the parties to discuss workload issues and the institution of direct deposit in the labor/management committee forum.

Matters which should be resolved through the grievance and arbitration procedure shall be

handled pursuant to that procedure. Disciplinary actions shall not be discussed by the committees.

At the conclusion of the term of this contract, the parties will discuss the concept of labor/management committees and whether they should be modified, continued or discontinued.

FOR METRO:

FOR AFSCME COUNCIL 75

By:

Mike Burton  
Executive Officer

By:

Ken Allen  
Executive Director

Date:

Date:

METRO NEGOTIATING TEAM:

AMERICAN FEDERATION OF STATE,  
COUNTY, AND MUNICIPAL  
EMPLOYEES LOCAL NO. 3580  
NEGOTIATING TEAM:

By:

Judy Gregory

By:

Yvonne Martinez

Date:

Date:

By:

Mark B. Williams

By:

Cathy Thomas

Date:

Date:

By:

Gail McKenzie

By:

Ron Sarver

Date:

Date:

By:

Terry Petersen

By:

Denise Hays

Date:

Date:



## **APPENDIX C: LETTER OF AGREEMENT REGARDING TDM PROGRAM**

The parties agree to extend the applicable Transportation Demand Management Program to off site facilities with the exception of the Zoo on a pilot basis. On the effective date of the institution of fee for parking only at the Zoo, all of the following provisions shall apply. The off site program will consist of the following:

### **Metro Trans Token:**

\$20 worth of bus tickets (redeemable at the Metro Regional Center) or \$20 applied to a monthly pass if employees use transit as the primary mode to get to work 80% of the month.

### **Bicycle Walk Certificate:**

\$20 certificate for merchandise at selected vendors for those employees who bicycle or walk from home to work 80% of the month.

### **Combination:**

Employees who use a combination of transit, bike, or walking as the primary mode to get to work 80% of the month can choose between the trans token or the bicycle/walk certificate.

### **Carpooling:**

If and when an off site facility, except the Zoo, charges a fee for parking, employees who certify they are carpooling with one or more licensed driver(s) and park at a Metro facility, will be eligible for a reduced parking rate of \$10 per month for each person in the carpool.

Guaranteed Ride Home:

For employees who carpool, use transit, walk or bike to work, Metro will pay for a taxi ride home if the need arises to leave work unexpectedly or stay late due to job demands or an emergency. A voucher will be available at each work site for this use.

Others:

For the duration of this Agreement, every attempt will be made to extend any new TDM elements to off site employees, except the Zoo.

Zoo:

AFSCME Local 3580 employees are eligible for the Zoo's TDM program.

FOR METRO:

FOR AFSCME COUNCIL 75

By:

By:

Mike Burton

Ken Allen

Executive Officer

Executive Director

Date:

Date:

METRO NEGOTIATING TEAM:

AMERICAN FEDERATION OF STATE,  
COUNTY, AND MUNICIPAL  
EMPLOYEES LOCAL NO. 3580  
NEGOTIATING TEAM:

By:

Judy Gregory

Date:

By:

Yvonne Martinez

Date:

By:

Mark B. Williams

Date:

By:

Cathy Thomas

Date:

By:

Gail McKenzie

Date:

By:

Ron Sarver

Date:

By:

Terry Petersen

Date:

By:

Denise Hays

Date:

## EXHIBIT A: PAY PLAN

REPRESENTED BY THE AMERICAN FEDERATION OF STATE,  
COUNTY AND MUNICIPAL EMPLOYEES, LOCAL 3580  
7/1/96 - 6/30/97: PAY PLAN

SALARY RANGE	BASE RATE	1ST STEP	2ND STEP	3RD STEP	4TH STEP	5TH STEP	6TH STEP	7TH STEP
1	<del>7.91</del>	8.10	8.51	8.93	9.39	9.85	10.35	10.87
2	<del>8.31</del>	8.51	8.93	9.39	9.85	10.35	10.87	11.41
3	<del>8.74</del>	8.93	9.39	9.85	10.35	10.87	11.41	11.99
4	<del>9.17</del>	9.39	9.85	10.35	10.87	11.41	11.99	12.58
5	<del>9.63</del>	9.85	10.35	10.87	11.41	11.99	12.58	13.21
6	<del>10.11</del>	10.35	10.87	11.41	11.99	12.58	13.21	13.88
7	<del>10.62</del>	10.87	11.41	11.99	12.58	13.21	13.88	14.57
8	<del>11.15</del>	11.41	11.99	12.58	13.21	13.88	14.57	15.29
9	<del>11.71</del>	11.99	12.58	13.21	13.88	14.57	15.29	16.06
10	<del>12.30</del>	12.58	13.21	13.88	14.57	15.29	16.06	16.86
11	<del>12.91</del>	13.21	13.88	14.57	15.29	16.06	16.86	17.70
12	<del>13.56</del>	13.88	14.57	15.29	16.06	16.86	17.70	18.60
13	<del>14.24</del>	14.57	15.29	16.06	16.86	17.70	18.60	19.52
14	<del>14.95</del>	15.29	16.06	16.86	17.70	18.60	19.52	20.50
15	<del>15.69</del>	16.06	16.86	17.70	18.60	19.52	20.50	21.53
16	<del>16.48</del>	16.86	17.70	18.60	19.52	20.50	21.53	22.60
17	<del>17.30</del>	17.70	18.60	19.52	20.50	21.53	22.60	23.74
18	<del>18.17</del>	18.60	19.52	20.50	21.53	22.60	23.74	24.92
19	<del>19.08</del>	19.52	20.50	21.53	22.60	23.74	24.92	26.17
20	<del>20.03</del>	20.50	21.53	22.60	23.74	24.92	26.17	27.47

**NOTE: THIS PAY PLAN INCLUDES THE EFFECT OF ALL OF THE FOLLOWING:**

1. ELIMINATING THE OLD "BASE RATE" (EMPLOYEES FORMERLY AT BASE RATE NOW GO TO FIRST STEP). The Base Rates shown above are as existed in the FY95-96 pay plan, after the 5.5% PERS increase was applied.
2. AN ACROSS-THE-BOARD 2.8% PAY INCREASE.
3. REVERSING THE CHANGES MADE AS A RESULT OF MEASURE 8, WHICH HAS NOW BEEN DECLARED UNCONSTITUTIONAL (METRO WILL RESUME PAYING THE "EMPLOYEE PICK-UP").

Method used to obtain the above results:

1. The AFSCME Local 3580 FY94-95 Pay Plan was obtained (from the adopted budget manual for FY94-95, before the PERS increase was applied).
2. An increase of 2.8% was applied across the board.

## **LETTER OF AGREEMENT FOR ONE-YEAR PILOT PROGRAM REGARDING IMPLEMENTATION OF ARTICLE 24, UNION RIGHTS**

The parties agree on the following one-year pilot program regarding implementation of Article 24, Union Rights:

1. This pilot program shall be in effect during the first year of the 1996-1999 collective bargaining agreement, and thereafter unless terminated as provided herein. Either party may terminate this agreement at any time after June 30, 1997, by giving the other party thirty (30) days written notice of their intent to terminate. In the event that this pilot program is terminated, the parties agree to meet to bargain towards a successor provision to this pilot program, according to the laws governing interim bargaining. This pilot program shall remain in effect during the period of negotiations for a successor provision.
2. No more than twelve (12) bargaining unit employees shall be allowed to investigate and process grievances on paid status during working hours. The Union shall certify a list of such employees to Metro, and shall keep such list current at all times. Of the twelve (12) employees so certified, one may be designated by the Union as the Chief Steward. All employees investigating and processing grievances during working hours on paid status must notify their supervisor prior to engaging in such activity, and must record such time on their time sheets as "Union Activity"; however, no reference to any specific grievance or grievant shall be required. Union Activity on paid status during working hours shall not exceed forty-eight (48) hours per fiscal year per employee, except in the case of the Chief Steward, who shall not exceed one hundred and twenty (120) hours per fiscal year.
3. Bargaining unit employees may additionally request leave without pay to perform Union Activity during working hours. Metro shall not deny such requests for arbitrary and capricious reasons.
4. The time limitations contained in this Letter of Agreement shall not apply to (a) service by bargaining unit members on joint labor/management committees or (b) any activity taking place at Metro's request.

////

////

////

////

////

////

**METRO NEGOTIATING TEAM:**

By: Judy Gregory  
Judy Gregory  
Date: 7-17-96

By: Mark B. Williams  
Mark B. Williams  
Date: 7/17/96

By: Gail McKenzie  
Gail McKenzie  
Date: 7-17-96

By: Terry Peterson  
Terry Peterson  
Date: 7/17/96

**AMERICAN FEDERATION OF STATE,  
COUNTY, AND MUNICIPAL  
EMPLOYEES LOCAL NO. 3580  
NEGOTIATING TEAM:**

By: Yvonne Martinez  
Yvonne Martinez  
Date: \_\_\_\_\_

By: Cathy Thomas  
Cathy Thomas  
Date: 7/16/96

By: Ron Sarver  
Ron Sarver  
Date: 7-16-96

By: Denise Hays  
Denise Hays  
Date: 7-16-96

## STAFF REPORT

### RESOLUTION NO. 96-2375, FOR THE PURPOSE OF RATIFYING THE AFSCME, LOCAL 3580 COLLECTIVE BARGAINING AGREEMENT

Date: July 25, 1996

Presented by: Judy Gregory  
Mark Williams

#### **Background:**

- The AFSCME Local 3580 Contract expired on June 30, 1996. The Union submitted a timely request to bargain a successor agreement. Negotiations began on May 8, 1996 and were concluded on July 1, 1996, when Metro and AFSCME, Local 3580 reached a tentative agreement on a three-year successor agreement.

**Fiscal Impact:** Costs for current fiscal year 96-97 are consistent with the adopted budget figures.

#### Wages:

- Wages are increased by 2.8% for 1996-97 (100% of National CPI measured March to March) and the "base rate" is eliminated from the salary plan. In 1997-98 and 1998-99 Wages are increased by 85% of the National CPI, measured from March to March with a minimum 2% increase and a maximum 4% increase.
- Because of the Oregon Supreme Court decision on Ballot Measure 8 (PERS), Metro exercised its option to return the employer paid pick up of the employees share of PERS. This action is cost neutral to Metro.

#### Health & Welfare Benefits:

- In 1996-97, Metro will pay the same amount for health and welfare benefits as was paid in 1995-96. In 1997-98 the cap is increased from \$388 per employee per month to \$400 per employee per month. In 1998-99 the cap is increased to \$414 per employee per month.

#### Clothing Allowance

##### **I. 1996-97**

- The clothing allowance for laundering and maintaining uniforms at Regional Environmental Management remains at \$15.00 per month.
- The clothing allowance for laundering and maintaining uniforms at the Zoo increases from \$10.00 per month to \$15.00 per month.

**II. 1997-98 and 1998-99**

- The clothing allowance increases by 100% of the National CPI measured from March to March.

**Recommendation:** This contract is consistent with the comparable labor market, is consistent with the adopted budget figures for fiscal year 1996-97, and will maintain a stable labor relations environment with AFSCME, Local 3580 for a three-year period from July 1, 1996 to June 30, 1999. It is therefore recommended by the Executive Officer that Resolution No. 96-2375 be approved.



*Agenda Item Number 9.2*

**Resolution No. 2379, For the Purpose of Revising Metro's Non-Represented Employee Pay Plans and Amending Metro's PERS Retirement Practices so as to Conform to Recent Oregon Supreme Court Decisions.**

**Metro Council Meeting  
Thursday, July 25, 1996  
2:00 PM - Council Chamber**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF REVISING	)	RESOLUTION NO 96-2379
METRO'S NON-REPRESENTED EMPLOYEE	)	
PAY PLAN, AND AMENDING METRO'S	)	Introduced by Mike Burton, Executive
PERS RETIREMENT PRACTICES SO AS TO	)	Officer
CONFORM TO RECENT OREGON	)	
SUPREME COURT DECISIONS	)	

WHEREAS, Metro Code Section 2.02.055 requires the Executive Officer to review pay plans and recommend revisions to the Council; and

WHEREAS, Metro has recently concluded union negotiations with its represented employees calling for a 2.8% increase in pay for fiscal year 1996-1997; and

WHEREAS, Those same union negotiations have resulted in a change in Metro's PERS retirement procedures in order to comply with the Oregon Supreme Court's recent decision striking down "Measure 8" as unconstitutional; and

WHEREAS, The Executive Officer has recommended that the Council apply the same percentage salary increase and changes in PERS retirement procedures to Metro's non-represented employees; now, therefore,

BE IT RESOLVED:

1. That the 5.5% salary increase given to Metro non-represented employees in December of 1994 is hereby rescinded; and Metro shall resume paying the employee portion of the PERS contribution for all non-represented Metro employees and officials.
2. That the salary ranges for Metro non-represented employees shall be increased 2.8%, pursuant to Metro Code Section 2.02.060(a).

3. That the Metro Executive is authorized to take all actions necessary to see that the provisions of this resolution are carried out promptly.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 1996.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

kaj I:\R-0\1280.DOC

## **STAFF REPORT**

### **RESOLUTION NO. 96-2379, FOR THE PURPOSE OF REVISING METRO'S NON-REPRESENTED EMPLOYEE PAY PLAN, AND AMENDING METRO'S PERS RETIREMENT PRACTICES SO AS TO CONFORM TO RECENT OREGON SUPREME COURT DECISIONS**

---

**Date:** July 22, 1996

**Presented by:**

Judy Gregory  
Mark Williams

#### **Background:**

- The AFSCME Local 3580 Contract expired on June 30, 1996. Negotiations began on May 8, 1996 and were concluded on July 1, 1996, when Metro and AFSCME, Local 3580 reached a tentative agreement on a three-year successor agreement. The agreement provides:

#### **Wages:**

- Wages are increased by 2.8% for 1996-97 (100% of National CPI measured March to March) and the "base rate" is eliminated from the salary plan.
- Because of the Oregon Supreme Court decision on Ballot Measure 8 (PERS), Metro exercised its option to return the employer paid pick up of the employees share of PERS. This action is cost neutral to Metro.

The purpose of this resolution is to apply these same adjustments to Metro's non-represented employees.

#### **Recommendation:**

Adjustments are necessary to assure equitable treatment for Metro's non-represented staff. It is therefore recommended by the Executive Officer that Resolution No. 96-2379 be approved.

**O'DONNELL RAMIS CREW  
CORRIGAN & BACHRACH**

JEFF H. BACHRACH  
PAMELA J. BERRY  
MARK L. BUSCH  
D. DANIEL CHANDLER\*\*  
DOMINIC O. COLLITTA\*\*  
CHARLES R. CORRIGAN\*  
STEPHEN F. CREW  
PAUL C. EISNER  
GARY F. FIRESTONE\*  
WILLIAM E. GAAR  
O. FRANK HAMMOND\*  
KENNETH D. HELM  
MALCOLM JOHNSON\*  
MARK P. O'DONNELL  
TIMOTHY V. RAMIS  
WILLIAM J. STALNAKER

ATTORNEYS AT LAW  
1727 N.W. Hoyt Street  
Portland, Oregon 97209

TELEPHONE: (503) 222-4402  
FAX: (503) 243-2944

PER FAX REPLY TO PORTLAND OFFICE

July 25, 1996

CLACKAMAS COUNTY OFFICE  
181 N. Grant, Suite 202  
Canby, Oregon 97013  
TELEPHONE: (503) 266-1149

VANCOUVER, WASHINGTON OFFICE  
First Independent Place  
1220 Main Street, Suite 370  
Vancouver, Washington 98660-2964  
TELEPHONE: (360) 699-7287  
FAX: (360) 699-7221

JAMES M. COLEMAN  
SUSAN J. WINDER  
SPECIAL COUNSEL

\* ALSO ADMITTED TO PRACTICE IN WASHINGTON  
\*\* ALSO ADMITTED TO PRACTICE IN CALIFORNIA  
|| ADMITTED TO PRACTICE IN WASHINGTON AND MONTANA ONLY

Daniel B. Cooper, General Counsel  
Metro  
600 NE Grand Ave.  
Portland, OR 97232-2736

VIA FAX NO. 797-1792

Re: Proposed Amendment to Urban Reserve Rule

Dear Dan:

After our discussion the other day, in which we attempted to discern the intent of the language adopted by the Growth Management Committee for amending the urban reserve rule, I had a brief discussion with Councilor McLain. Based on her comments to me, I believe that you and I had correctly interpreted her amendment language.

Attached to this letter is my attempt to clarify the proposed language. I tried to make explicit what I believe is Councilor McLain's underlying intent. I would welcome any modifications to my language that you think appropriate. My interest is not to modify Councilor McLain's policy objective, but to try and avoid adding more ambiguous language to a state rule that is already somewhat lacking in clarity.

Finally, I am writing to you rather than Councilor McLain and the full council, because she told me that she did not want me to communicate directly with her on "legal matters." I hope you will consider the clarification proposed in this letter an appropriate topic to raise with the council. Thank you very much for your consideration.

Very truly yours,

  
Jeff H. Bachrach

(C:\VIII\Metro.1tr)

### **CLARIFICATION OF JOBS/HOUSING RULE AMENDMENT**

"Land of lower priority...may be included...[if] specific types of identified land needs cannot be reasonably accommodated on higher priority land. Identified land needs that may justify the inclusion of lower priority land include the need to improve the balance between jobs and housing in (i) an area around a regional center, or (ii) an area around an urban town center that is separated by rural land from the majority of land within the same urban growth boundary."



Parks • Neighborhoods • Planning • Fire

# Charlie Hales

Commissioner, City of Portland

Phone: 503/823-4682  
FAX: 503/823-4040  
e-mail: [hales@europa.com](mailto:hales@europa.com)  
<http://www.europa.com/~hales>

July 25, 1996

Metro Council  
600 N.E. Grand Avenue  
Portland, Oregon 97232-2736

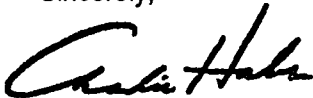
Since its passage in May 1995, I have been following with great interest the implementation of the open space bond measure (26-26). I'm pleased to see the good results with early projects in Forest Park, along Terwilliger Boulevard, and in the Tryon Creek watershed. And I'm sure you know that the City acquired the east end of Johnson Lake on the Columbia Slough, which should complement Metro's efforts at Smith & Bybee Lakes and at Whittaker Ponds.

The East Buttes/Boring Lava Domes Refinement Report is now ready for final adoption by the Metro Council. Portland Parks staff have worked closely with Metro Parks & Greenspaces staff throughout this refinement process. Portland Parks staff has completed a thorough inventory of potential acquisitions of priority within the City and has shared this confidential information with Metro staff. This effort has contributed to a mutual understanding of objectives and to an improved refinement report. However, I believe we are still falling short in two areas that the Metro Council should address at this juncture.

First, while I support the recommended Challenge Grant concept, I believe making funds available on a "first come, first served" basis is counterproductive. I understand that Metro staff believe that this guideline will expedite the acquisition of properties and expenditure of funds. However, in this specific instance, I believe that it will encourage competition, not cooperation between local parks providers. The City of Portland and North Clackamas Parks & Recreation District have worked collaboratively during the refinement plan process and are in agreement that this guideline will discourage a close and supportive working relationship. I believe that both jurisdictions are committed to proceeding with acquisitions as quickly as possible.

Second, I believe that the \$4 million allocation to Tier 1b targets should be increased by \$500,000. The City's East Buttes analysis clearly supports this increase. I understand that North Clackamas Parks & Recreation District supports this higher figure as well. Coupled with the recommended local contribution, this increase will help bring some needed balance with the amount allocated to the "Forest Park East" project area (Tier 1a).

Sincerely,

A handwritten signature in black ink, appearing to read "Charlie Hales", written in a cursive style.

Charlie Hales  
Commissioner of Public Safety

c: Roger Brown, North Clackamas Parks & Recreation District  
Charles Jordan, Portland Parks & Recreation  
David Judd, Portland Parks & Recreation





METRO

**GROWTH MANAGEMENT COMMITTEE REPORT:**

CONSIDERATION OF RESOLUTION NO. 96-2373 FOR THE PURPOSE  
OF REQUESTING THAT THE LAND CONSERVATION AND DEVELOPMENT  
COMMISSION ADJUST THE 1992 URBAN RESERVE RULE

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Date--July 25, 1996

Presented by Councilor McLain

**Committee Recommendation:** At the July 16th meeting, the committee voted unanimously to recommend Council adoption of language incorporated into Resolution 96-2373. Voting in favor: Councilors McCaig, Morissette and McLain.

**Committee Issues/Discussion:** This resolution is the result of several committee discussions and reviews of language, in the form of a letter to the LCDC, requesting changes to the Urban Reserve Rule. Based on committee discussion and recommendations, the requested changes are being brought to council in the form of a committee sponsored resolution.

Three rule changes were discussed and voted on separately:

1. Allowing Metro to use 30 to 50 year land supply in its estimation of available land in urban reserves.
2. Retaining the ability to maintain separation of communities by specifying two instances where lower priority lands could be included in urban reserves, and
3. Allowing inclusion of lower priority lands related to the accomplishment of jobs/housing balance.

The first two changes were adopted on unanimous votes after little discussion. The committee then voted 2-1 against approving language put forward by councilor Kvistad, relative to jobs/housing balance. Councilor's McCaig and McLain, voting against, stated that the language was too broad and flexible in terms of allowing lower priority lands to be used.

After a presentation by Mr. Jim Sitzman of DLCDC, the committee voted unanimously put forward language related to jobs/housing balance by councilor McLain.

The committee then directed legal counsel to put the approved language in the form of a resolution.

It has been made clear several times that final approval of RUGGO's is pending until the matter of the requested rule changes is resolved, and that LCDC may modify or reject parts of this proposal.

end.



METRO

**REGIONAL FACILITIES COMMITTEE REPORT:**

CONSIDERATION OF RESOLUTION NO. 96-2361, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE EAST BUTTES AND BORING LAVA DOMES TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN.

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Date--July 25, 1996

Presented by Councilor Monroe

**Committee Recommendation:** At the July 15th meeting the committee voted unanimously to recommend Council adoption of Resolution 96-2361. Voting in favor: Councilors McFarland, and Washington (Monroe absent).

**Committee Issues/Discussion:** Jim Desmond, Open Spaces Acquisition manager, made a staff presentation prior to executive session. This is a complex and large target area, with many important buttes involved. There was close coordination with Growth Management department staff, significant partnership involvement with other jurisdictions (particularly cities of Portland and Gresham and Clackamas and Multnomah Counties), and two public workshops.

Several individuals testified in support of adequate resources for Rocky Butte, and lifting of an \$85,000 Rocky Butte related cap, which is listed in the staff report findings. City of Portland testified, with support from Clackamas County in favor of eliminating or moderating a first-come-first-serve provision related to some of the available funds.

Councilor McFarland directed that staff used balanced judgement in the apportionment of funds relative to the several jurisdictions.

Based on councilor comments, a revised staff report was issued dated July 17. Two changes were made:

Language was modified relative to Rocky Butte.

Reference to an \$85,000 cap for Rocky Butte was eliminated

## **Staff Report**

### **CONSIDERATION OF RESOLUTION NO. 96-2361 FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE EAST BUTTES AND BORING LAVA DOMES TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN.**

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**Date: July 17 1996**

**Presented by:**

**Charles Ciecko  
Jim Desmond**

## **PROPOSED ACTION**

**Resolution No. 96-2361 requests the approval of a refinement plan and adoption of target area boundaries and objectives for the East Buttes and Boring Lava Domes Regional Greenspace. These boundaries and objectives will be used to guide Metro in the implementation of the Open Spaces Bond Measure.**

## **BACKGROUND AND ANALYSIS**

**The target area description in the Bond Measure Fact Sheet (authorized by Council Resolutions 95-2113, 94-2050 and 94-2029B) is as follows:**

**"A group of extinct volcanoes and lava domes located in north Clackamas and east Multnomah counties provide unique geographic character to the region, wildlife habitat and panoramic vistas."**

**In the 1992 Green Spaces Master Plan, the East Buttes and Boring Lava Domes area is described as follows:**

**"Boring Lava Domes. Group of extinct rugged lava domes providing high-quality habitat close to rapidly urbanizing areas. Second-growth forests; headwaters for several urban creeks."**

**"Kelly Butte East Slopes Addition. Prominent lava butte located in heavily urbanized area. Forested peak and steep walls provide drama to urban landscape and natural visual and recreational experiences for nearby residents."**

**"Mt. Scott. Outstanding view of Portland skyline. Wooded sides of volcanic butte provide wildlife habitat as well as green backdrop to east side of urban area. Significant development pressure."**

**"Mt. Talbert. Largely undeveloped, distinctive hill and valley terrain providing a diversity of wildlife habitats. Serves as green landmark on eastern edge of urban area. Some remnant "old-growth" size trees."**

**"Powell Butte Addition. Would add to protection of green backdrop for the city. East slopes are highly visible from Gresham. Provides linkage between protected upland habitat on Powell and Jenne buttes and Johnson Creek, which flows between them, contributing to the biodiversity of both systems."**

**"Rocky Butte Addition. Important for its historic prominence as a Portland landmark. Large portions of forested sides subject to increasing residential development."**

### **Target Area Description**

The East Buttes/Boring Lava Domes is the Metro Open Spaces Program's largest target area, stretching from Rocky Butte in the north to the Clackamas River in the south, and from I-205 in the west to Highway 26 in the east. There are five political jurisdictions in the area. Taken together, the East Buttes and Boring Lava Domes comprise one of nine distinct geographic features within the metropolitan region.

The area provides important recreational, wildlife, scenic and water quality benefits to the citizens of the region, particularly those east of the Willamette River. The buttes form an important green backdrop to the urban area, helping to define the southeastern Urban Growth Boundary. They rise to between 500 and 1000 feet above the nearly level plateau that otherwise defines east Portland and Gresham. They contain relatively large patches of second growth forest that provide excellent habitat for many bird species, as well as for large mammals in the southeastern portion of the target area. The buttes form the headwaters for several important urban streams or tributaries where citizen groups are working to restore water quality and habitat. Affected streams include Johnson, Mount Scott, Rock, Richardson, Noyer and North Fork Deep creeks.

Some of the buttes, particularly Mount Tabor and Rocky Butte, have been recreational areas for many years. Powell Butte Nature Park has more recently become equally valued for recreation. Gresham Butte will soon be providing recreation, as that city develops its proposed trail network. The Springwater Corridor has also recently opened the buttes area to many recreationists.

The East Buttes and Boring Lava Domes are under considerable development pressure. New subdivisions are filling the lower slopes of Powell and Gresham buttes, Scouter Mountain and Mount Talbert. They are claiming the upper slopes and tops of Mt. Scott, Clatsop and Jenne buttes. Development of infill lots on Rocky Butte has fragmented remaining open space. While most of this pressure is inside the Urban Growth Boundary, areas on the outside are also being lost to rural infilling and are subject to timber harvest and other forms of resource exploitation. Pleasant Valley and Damascus, in the heart of the buttes area, are within the proposed "Urban Reserve Study Area." Expensive homes are being built on the buttes just north of Boring.

The target area spans multiple jurisdictions and is affected by complex zoning overlays. Outside the Urban Growth Boundary, EFU, rural residential and CFU zoning may provide partial protection to some areas. Within the Urban Growth Boundary, prohibitions on steep slope construction and Goal Five measures may also provide partial protection to some areas.

The proposed Sunrise Corridor project represents a threat to wildlife connectivity between the Gresham and North Damascus Buttes and the Clackamas River and Cascade Mountains.

### **Refinement Process**

The Open Space Implementation Work Plan adopted by the Metro Council in November 1995 required that a Refinement Plan be submitted to the Metro Council for approval for each target area. The Refinement Plan will contain objectives and a confidential tax-lot-specific map

identifying priority properties for acquisition, enabling Metro to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan and in Resolution No. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the Acquisition Parameters and Due Diligence guidelines of the Open Space Implementation Work Plan."

During the refinement process, available information about the target area was compiled, maps were analyzed and biological field visits were conducted. Individuals (stakeholders) were interviewed representing various governmental agencies, property owners, interested friends groups, and natural resource experts. Their comments about key issues regarding land acquisition are summarized in Appendix A. In addition, a study of the biological and other values of the target area is attached as Appendix B.

Due to the large size of the target area, two public workshops were held to discuss the proposed refinement plan. The first was held May 30, 1996, at the Persimmon Country Club and the second was held June 5, 1996, at Sunrise Junior High School. Notices of the workshops were mailed to area residents and other interested stakeholders. Approximately 120 people attended and their comments are summarized in Appendix C. A questionnaire was distributed at the workshops to gather public input, and the results of approximately 38 questionnaires were analyzed. The analysis reflects general support for the refinement plan's emphasis on protecting large, contiguous acreages for passive recreation and watershed protection. The largest divergence of opinion concerned Rocky Butte, which was rated a first priority by 16 percent (ranking third overall in first priority ratings) but rated eighth or last by 36 percent. No other butte received even one-third as many votes for last. The table below summarizes the results of the questionnaire, a copy of which is included as Appendix D.

#### East Buttes/Boring Lava Domes Questionnaire Results (38 respondents)

Q. #1. Prioritization of Key Elements	First Preference	2nd	3rd	4th	5th	6th
Acquisition of large tracts for open space, passive recreation, public access	28%	10%	17%	5%	17%	10%
Protection of watershed & tributaries	26%	17%	10%	14%	10%	10%
Protection of wildlife	26%	5%	16%	22%	10%	0%
Protection of scenic values	19%	17%	10%	8%	5%	28%
Links to open spaces, etc	17%	29%	11%	11%	13%	5%
Protection of plants	2%	11%	19%	24%	11%	14%

Q. #2 Prioritization of specific areas for acquisition	First Preference	2nd	3rd	4th	5th	6th	7th	8th	9th
Mt Talbert	37%	0%	2%	5%	2%	8%	10%	2%	8%
Powell Butte/Mt. Scott	32%	19%	14%	2%	8%	8%	2%	2%	0%
Rocky Butte	16%	2%	0%	5%	10%	0%	2%	10%	26%
North Gresham Buttes	10%	23%	2%	0%	2%	8%	8%	13%	5%
South Gresham Buttes	5%	7%	20%	5%	5%	7%	5%	7%	7%
Boring Buttes	2%	5%	8%	17%	10%	10%	14%	8%	0%
Kelly Butte	2%	5%	5%	17%	7%	7%	11%	7%	7%
Damascus Buttes	0%	19%	13%	22%	7%	5%	5%	5%	2%
Scouter Mountain	0%	13%	22%	10%	10%	14%	0%	5%	2%

### Findings:

- The following East Buttes and Boring Lava Domes are a regionally significant natural resource because of their wildlife, recreation, water quality and scenic values:

The Gresham Buttes  
 The North Damascus Buttes  
 Mount Talbert  
 Kelly Butte  
 Scouter Butte  
 South Damascus Buttes  
 The Boring Buttes  
 Mt. Scott/Clatsop/Powell Buttes

- The East Buttes and Boring Lava Domes target area provides an excellent opportunity to secure a large, contiguous forested natural area with wildlife corridor connections to the Cascades. The Greenspaces Master Plan goals and principles of conservation biology dictate the pursuit of such a large area.
- The Open Space Bond Measure does not provide enough funds to protect all of the East Buttes and Boring Lava Domes target area. 545 acres are expected to be purchased, about the equivalent of an additional Powell Butte. Thus, if the goals of the Greenspaces Master Plan are to be achieved, bond funds must be leveraged in some areas and other areas must be dropped from consideration.
- Many local jurisdictions have "local share" monies or other acquisition funds which could be used to leverage bond funds.
- All of the East Buttes and Boring Lava Domes have important values in the context of the Portland Metropolitan area. However, in relation to each other, they have relative values that can be analyzed and compared.
- The Gresham and North Damascus buttes provide the greatest opportunity to establish a large, contiguous open space area with high natural resource qualities of the scope of

Forest Park. Existing open space in the Gresham Buttes can be added to and connected to the North Damascus Buttes, which, in combination with the Gresham Buttes, form the opportunity for protecting the largest mass of forest habitat in the entire target area.

- Mount Talbert is an important recreational component of the North Clackamas master plan. It provides a strong visual backdrop along the I-205 corridor. Although geographically isolated, Mount Talbert remains largely undeveloped and contains high quality second growth forest with remnant old growth trees.
- Kelly Butte contains unique geologic and botanical resources and lies in a park deficient area. It is geographically isolated, but two portions are in public ownership. Significant portions of contiguous land remain in private ownership and are threatened by potential development.
- Scouter Mountain is less prominent and lower than most of the buttes, and will become biologically isolated as Pleasant Valley urbanizes, but it contains the headwaters of Mount Scott Creek and Rock Creek.
- The South Damascus Buttes are less visible from the Metro area than most, and are under less development pressure than most, but have high wildlife habitat, aquatic resource and biodiversity values.
- The Boring Buttes are important as a wildlife corridor and for water quality protection and are under moderate development pressure, but their habitat value is partially protected by existing EFU farm and forest zoning.
- The Mt. Scott/Clatsop/Powell Buttes contain significant areas of public open space. The east slopes of the Powell Butte have been largely developed since completion of the Metropolitan Greenspaces Master Plan. Thus the best use of regional funds is to make relatively small, strategic purchases that connect Powell Butte to Johnson Creek and the Springwater Corridor to the south.
- Rocky Butte has scenic and historic value and is a regionally significant resource. Enforcement of existing development ordinances and the potential for an agreement with ODOT on the disposition and management of its holdings may secure protection of much of the butte.
- Mount Tabor is protected by City of Portland Water Bureau ownership and provides no opportunities for additions to the existing park, and should not be considered as a candidate for the expenditure of regional funds.
- Jenne Butte was optioned by the Trust for Public Land before the Bond Measure was passed using a separate source of money for its potential acquisition.
- The proposed Sunrise Corridor highway represents a threat to wildlife connectivity between the Gresham and North Damascus Buttes and the Clackamas River and Cascade mountains.



## **Regional Parks and Greenspaces Advisory Committee**

A presentation of the staff report was given by Metro staff at a public meeting at the Metro Regional Center on June 18, 1996. The advisory committee voted to recommend adoption of the objectives with an amendment to include Rocky Butte in Tier Ib and to dedicate \$85,000 in challenge grant monies to specific purchases on Rocky Butte. The dedication included an allocation of \$50,000 for certain view lots and \$35,000 for a key public access property. This plan had previously recommended that Rocky Butte not be considered for regional funding. The \$85,000 recommendation is included in this refinement plan, except that, rather than identify and make eligible only the five specific parcels recommended by the advisory committee on Rocky Butte, this report includes all of the unprotected parcels identified by the City of Portland Parks and Recreation Bureau and the Rocky Butte Preservation Society (so as to allow for lack of willing sellers and similar contingencies).

## **GOAL:**

Create a regionally and biologically significant natural area between Gresham and Damascus. Leverage acquisition funds by entering into partnerships to make strategic additions to existing open space areas. As budget and opportunity allow, pursue protection of biological linkages to other habitat areas outside the target area.

## **OBJECTIVES:**

### **Tier Ia Objectives:**

- Acquire a biologically significant, contiguous open space of approximately 400-600 acres in the Gresham and North Damascus Buttes areas.
- Acquire property on Jenne Butte as optioned by the Trust for Public Land prior to the bond measure's passage with funds earmarked for that purpose.

### **Tier Ib Objective:**

- Encourage participation of other governments and non-profit organizations in acquiring strategic properties that enhance and connect existing open space in the Mt. Scott/Clatsop/Powell Buttes, Kelly Butte, Rocky Butte and Mt. Talbert areas by establishing a challenge grant program. (See Appendix E).

### **Tier II Objectives:**

- Acquire property interests that create biological linkages in the Boring Buttes.
- Acquire property interests that enhance existing public open space in the Scouter Mountain area.
- Acquire or otherwise protect forested canyon areas that provide biological linkages between the Gresham and North Damascus Buttes and the Clackamas River and Cascade Mountains.

### **Partnership Recommendations:**

- Coordinate acquisition efforts with local jurisdictions.
- Leverage bond funds with funds from local jurisdictions or other sources.
- Participate in Sunrise Corridor design process to assure protection of biological linkages and natural corridors.

## **Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2361.

## **APPENDIX A**

### **East Buttes and Boring Lava Domes Target Area Stakeholder Interview Summary**

- purchases inside the Urban Growth Boundary (UGB) are most important; the greenspace Bond Measure serves quality of life issues for urban voters, and greenspaces are needed for densely populated urban areas
- acquisition of large parcels near the edge of the UGB and beyond are important
- acquired land should straddle or be adjacent to UGB to buffer wild lands
- Metro should focus on large, cheaper property outside the UGB
- ecological considerations should be balanced with social needs in urban areas; the view from our homes is important
- Kelly Butte contains rare plants whose protection will require cooperative management between city bureaus and private land owners
- Kelly Butte contains no significant wildlife, but does contain significant plants
- Mt. Talbert is an important recreational and aesthetic resource that should be protected
- Mt. Talbert has a unique geology that includes mossy boulder fields on the north slope
- Mt. Talbert contains caves on north side
- a study is underway to develop a trail connecting Happy Valley Park and North Clackamas Park
- The Damascus Buttes/Clackamas Bluffs are an important scenic and cultural backdrop for Damascus
- The North Damascus Buttes are the most important large undeveloped land mass remaining in the target area
- The Gresham Buttes are important if connected to the North Damascus Buttes
- The Clackamas Bluffs are the most important wildlife habitat area within the buttes target area
- The Clackamas Bluffs contain unstable land and important riparian buffer areas
- The Boring Buttes provide important wildlife connections between North Buttes and the Clackamas River
- The Boring Buttes offer the possibility of creating a Boring Butte loop trail from the Springwater Corridor
- There is little opportunity for purchase of land on Mt. Scott
- Powell Butte's grassy top openings are regionally significant
- The Sunrise Corridor has the potential to break wildlife linkages between the buttes and the Cascades
- Metro participation in the Sunrise Corridor study should be encouraged to avoid severance of Buttes with Deep Creek and the Clackamas River
- Connectivity to streams is critical
- Rocky Butte has outstanding recreational potential and important scenic and cultural values
- Butler Ridge has great scenic quality
- Jenne Butte is important

**Stakeholders Interviewed:**

Linda Bauer, Pleasant Valley Neighborhood Association  
Chris Beck, The Trust for Public Land  
Jody Bruch, Damascus CPO Chair  
Duncan Brown, Portland Planning Bureau  
Kayda Carpenter, ODOT  
Julee Conway, Parks & Recreation Division Manager, Gresham  
Judie Hammerstad, Clackamas County Board of County Commissioners, North Clackamas  
Parks & Recreation District Board of Directors  
Darlene Hooley, Clackamas County Board of County Commissioners  
Sharron Kelley, Multnomah County Board of County Commissioners  
Barbara Kemper, Clackamas County CPO, Vice President  
Harry Landers, West Mt. Scott Neighborhood Association Chair  
Maurice Larsen, Sunnyside United Neighbors Chair  
Esther Lev, Biologist  
Justin Patterson, City of Happy Valley, Planning  
Ralph Rogers, Ecologist, USEPA  
Glen Sachet, Rock Creek CPO  
Hazel Stevens, Eagle Creek CPO Chair  
Jim Sjulín, City of Portland Parks & Recreation  
Charles Zulauf, Boring CPO chair

## **APPENDIX B**

### **East Buttes/Boring Lava Domes Study of Values by Mike Faha and Associates**

To best meet the goals of protecting biological diversity in the Metro region, it is generally accepted that securing large blocks of habitat, well connected to "source" areas, is an essential strategy. The East Buttes/Boring Lava Domes area offers one of the only opportunities to secure a large forested block that is connected to the Cascade Mountains in the Metro area. Consequently, this goal has been a major focus of our analysis and findings.

We divided the study area into 10 separate geographic units in order to facilitate the analysis. These areas were established based on the relative connectivity or separation from each other and their position relative to the Urban Growth Boundary (UGB). Each was analyzed for multiple values: recreation, scenery, cultural/historic, watershed, and wildlife. All of the buttes have high value, but in this analysis they are weighed against each other. Some stand out for wildlife, some for scenery, others for recreation or watershed importance. The area was studied through a number of field trips, including auto tours, bicycle rides, and one fixed wing overflight. In addition, several recent reports that detail natural resources in this area were reviewed, including: the Johnson Creek Corridor Management Plan, the Sunrise Corridor Environmental Impact Statement (draft), and the Rock Creek Atlas. Existing natural resource protection available through land use regulations in the various jurisdictions within the study area was also reviewed. Key stakeholders were interviewed to help fill information gaps.

On the biological/ecological analysis, we used generally agreed upon principals from conservation biology and landscape ecology:

- large, contiguous habitat areas are preferred to small ones
- areas connected to "source habitats" (Cascade Mountains) are preferred to isolated ones

#### **Explanation of Rating Criteria**

- Wildlife connectivity ..... the extent to which the area is linked with forested habitat to ..... "source" areas in the Cascade Mountains.
- Internal habitat..... the value of the habitat in terms of scale, diversity, and ..... uniqueness.
- Slope sensitivity..... steepness of slopes and erodability of soils
- Scenic visibility ..... how visible the area is, and to how many viewers.
- Scenic character..... uniqueness or strength of landform, vegetation, or special ..... features.
- Recreation Linkage..... position relative to major trails or use areas.
- Recreation access ..... potential for providing future access via public roads.
- Land Costs ..... high cost areas were rated low, due to the difficulty in ..... purchasing large acreage

- Adjacent land use ..... compatibility of neighboring uses with open space resources.
- Ownership ..... areas with large plats and other public ownerships were rated ..... highest.
- Cultural ..... known historic or prehistoric resources in the area.
- Vegetation diversity ..... areas with more diversity were rated highest (mix of ..... forest/prairie/wetlands).
- Vegetation uniqueness ... special habitats or species (Kelly Butte—glacier city).
- Watershed importance.... based on relative biological values. Some watersheds are very ..... important socially, but not biologically.

### **Mt. Scott/Clatsop/Powell Buttes**

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This area is in the northwestern part of the study area. It includes Mount Scott, Powell Butte, Clatsop Butte and Jenne Butte. Johnson Creek and the Springwater Corridor slice through these hills, which straddle the county line and southern edge of the Portland city limits. Jenne Butte lies within Gresham. The entire area lies within the UGB, and is under very high development pressure. Public open space exists on Powell Butte, Jenne Butte, Leach Botanical Garden, Beggar's Tick Marsh, and the Springwater Corridor. The Portland Bureau of Environmental Services recently purchased wetlands along Johnson Creek for open space conservation.

### **Resource findings**

#### **High Value**

Sensitive soils subject to erosion  
 High visibility  
 Strong landform character  
 Historic/cultural  
 Diverse Vegetation (wetlands)  
 Unique vegetation (vernal pool)  
 Adjacent land uses (public open space)  
 Recreation Access  
 Recreation linkages

#### **Moderate Value**

Wildlife connectivity  
 Internal habitat

#### **Low Value**

High land cost  
 Fragmented ownership

### **Recommended Strategy**

Tier IB acquisition priority. In spite of high land costs, there are opportunities for some strategic, small acreage purchases to help expand existing open spaces, or to secure linkages between them. There are potential partnerships with the City of Portland along Johnson Creek. There are a growing number of private open space plats around Clatsop Butte, as a consequence of Portland E Zone regulations. These provide scenic, watershed, and wildlife values to non-residents, and could be buffered or linked by strategic purchases. There appear to be few or no opportunities to purchase open space along the north and east flanks of Mount Scott. If the Peasant Valley area eventually urbanizes, wildlife connectivity, already tenuous, will likely be cut off altogether but for the very thin green line of Johnson Creek. Target: +/- 60 acres.

## **Gresham Buttes**

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This is the urbanized or urbanizing part of Gresham and Multnomah County, and includes Gresham, Grant, Butler, Hogan and Towle Buttes, as well as Gabbert Hill. The southern part of this area crosses the UGB and Clackamas County line. The headwaters of several tributaries to Johnson Creek are in Gresham Buttes. The Springwater Corridor abuts its northeastern edge. The City of Gresham has concentrated most of its own Open Space Bond Measure funds on acquisition of land on the slopes of Gresham and Grant Buttes. A master plan for a linked trail system is nearing completion. Development pressure within Gresham is very high. Pleasant Valley, adjacent to the west, is in the proposed urban reserve. Sunshine Valley, to the south, is expected to remain rural.

### **High Value**

Wildlife connectivity

High visibility

Strong landform character

Good recreation linkages

Good recreation access

Land use compatibility (public open space, rural land uses)

Diverse vegetation (wetlands, hogan cedars, forest, meadows)

Large ownership blocks

### **Moderate Value**

Internal habitat

Vegetation uniqueness

Watershed importance

### **Low Value**

High land cost

Cultural resources

### **Recommended Strategy**

Tier IA priority. Build on existing open spaces along Gresham and Grant Buttes, and along the Springwater Corridor. Partner with Gresham Parks to get maximum value from bond funds. Protect headwaters of Johnson Creek tributaries. Orient acquisition towards the southwest in order to link with the North Damascus Buttes along Butler Ridge. Work with Clackamas County to maintain rural land uses in Sunshine Valley and Boring Buttes in order to maintain wildlife connectivity with Cascade Mountains. This area could be the beginning of an "eastside Forest Park," due to its relative intactness and large mass. Target: +/- 150 acres.

## **North Damascus Buttes**

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This area lies southwest of the Gresham Buttes, between Pleasant and Sunshine valleys. In combination with its northern neighbors, it forms the largest "mass" of forest habitat in the entire target area. It lies just outside of the UGB, but potentially partly within the Pleasant Valley/Damascus urban reserve. It contains important headwaters for Johnson and Rock creeks. There are several, fairly isolated rural residential subdivisions within this area that occupy the tops of buttes. Although outside of the urban area, North Damascus Buttes form an important part of the green scenic backdrop viewed from as far away as the west hills and downtown Portland.

**High Value**  
 Internal habitat (large mass)  
 Low land costs  
 Large ownership blocks

**Moderate Value**  
 Connectivity  
 Visibility  
 Scenic character  
 Adjacent land uses  
 Vegetation diversity  
 Vegetation uniqueness  
 Watershed Importance

**Low Value**  
 Recreation linkage  
 Recreation access  
 Cultural resources

### **Recommended Strategy**

Even though this area does not rank highly for most resources, we recommend that it be a Tier IA priority. This is due to several factors. First, when combined with the Gresham Buttes, it forms the largest block of forest habitat in the east Metro area. If we are to be successful in eventually establishing a "Forest Park East," then this is an essential area to secure. Second, land costs are presently low, but could go up quickly due to land speculation around the urban reserve boundaries. Third, existing county ordinances and state forest practices provide poor protection for this area's forest and watershed resources. By purchasing in this area now, Metro can establish a permanent "green edge" to southeast Portland, Gresham, and the future urban area that will occupy Pleasant Valley. The strategy should be to purchase one or two large forest blocks, preferably in the northern part of this area, as a "beachhead" that could be added to in the future. Target: +/- 250 acres.

### **Mount Talbert**

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This is a geographically isolated butte in the southwest corner of the study area. Mount Talbert provides a very strong green backdrop from I-205 and the Clackamas/Sunnyside area. Urbanization has claimed the lowlands all the way around the mountain. It has a few remnant old growth trees on its north slope, and lies adjacent to Mount Scott Creek. Mount Talbert is under extreme development pressure. North Clackamas Park District has set it as a high priority for open space protection, seeing it as the "hub" of their proposed natural area and trail system. There is a planned trail along Mount Scott Creek.

**High Value**  
 Visibility  
 connectivity  
 Scenic character  
 Large ownership blocks  
 Boulder field geologic feature

**Moderate Value**  
 Internal habitat  
 Recreation linkage  
 Recreation access  
 Adjacent land uses  
 Vegetation diversity  
 Vegetation uniqueness  
 Watershed importance

**Low Value**  
 Habitat  
 High land cost  
 Cultural resources

### **Recommended Strategy**

Tier IB acquisition priority, primarily due to its unique scenic character and high development pressure. This is a very important landmark to a rapidly urbanizing part of the Metro area. The focus should be on the north, east, and west slopes, as well as the top. North



Clackamas Park District would be a necessary partner and probable land manager. Target: +/- 85 acres.

### **Kelly Butte**

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This is a geographically isolated butte in southeast Portland, along I-205, between Division Street and Powell Boulevard. Kelly Butte is fairly low in elevation, and not as prominent or well known as other buttes. It lies in a relatively park deficient section of the metro area. Unique among all the buttes, Kelly Butte has a gravely, well-drained soil, and, as a consequence, has the only known natural populations of hairy manzanita and glacier lilies in the Portland area. Two portions of Kelly Butte are in public ownership, one by City of Portland Parks and Recreation Department and the other by the Water Bureau. These are separated by private land that contains the special habitats.

#### **High Value**

Vegetation diversity  
Vegetation uniqueness  
Land ownership

#### **Moderate Value**

Visibility  
Landscape Character  
Recreation linkage (I205 path)  
Recreation access  
Land costs

#### **Low Value**

Wildlife connectivity  
Internal habitat  
Adjacent land uses  
Cultural resources  
Watershed Importance

### **Recommended Strategy**

Tier IB priority due to botanical uniqueness, park deficiency and the chance to link up existing public ownerships. This area is the highest priority for greenspace acquisition among the Buttes by the City of Portland Parks and Recreation Department. Focus should be on purchasing unique botanical areas and on linking existing public land ownerships. Target: +/- 40 acres.

### **Scouter Mountain**

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This is a long, low, horseshoe-shaped ridge that lies along the eastern edge of Happy Valley, separating it from Pleasant Valley. It forms the headwaters for Mount Scott Creek, and several tributaries to Rock Creek. Scouter Mountain lies partly within the UGB. It gets its name from the large Boy Scout camp on the upper slopes. Its slopes are more gentle than most of the other Buttes. Happy Valley Nature Park lies along the northwest corner of Scouter Mountain. This area will become "biologically isolated" if Pleasant Valley urbanizes.

#### **High Value**

Rock Creek watershed

#### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Adjacent land use  
Landscape character  
Recreation linkage  
Land costs  
Vegetation diversity  
Vegetation uniqueness  
Ownerships

#### **Low Value**

Cultural Resources  
Visibility  
Recreation access

## Recommended Strategy

Tier II priority. There are some opportunities to add to Happy Valley Nature Park, as well as to purchase some high view points. There may be some relatively inexpensive forest land that could be purchased on the east slope, providing watershed protection for Rock Creek, as well as open space for Pleasant Valley if and when it urbanizes. This area has a lot of nice features, but lacks the habitat mass, connectivity, visibility, and open space proximity of the Tier I areas. Purchases here should look for special opportunities (mature forest patches, headwaters, additions to existing open spaces) and partnership with Happy Valley and/or North Clackamas Parks. In addition, if efforts to acquire suitable land on Mount Talbert are unsuccessful, this area could serve as a "back-up" to meet open space needs for residents of the Sunnyside/North Clackamas area.

## South Damascus Buttes

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These buttes lie along the north shore of the Clackamas River, south of Damascus. They form parts of the watersheds for four salmon bearing streams; Rock, Richardson, Noyer, and North Fork Deep creeks. Of all the study areas, these rank highest for wildlife habitat, aquatic resource importance, and biodiversity conservation in general. This is due to the relatively intact condition of the Clackamas River area, and its connectivity to the Cascade Range. On the other hand, these areas are not very visible from the metro area, nor are they under as much development pressure as closer in areas. The proposed Cazdero Trail will go through the eastern portion of this area in the future.

### High Value

Wildlife connectivity  
Internal habitat  
Low land costs  
Watershed importance

### Moderate Value

Scenic character  
Recreation linkage  
Adjacent land use  
Vegetation diversity  
Vegetation uniqueness

### Low Value

Visibility  
Recreation access  
Cultural resources

## Recommended Strategy

Tier II priority. This is mainly due to the lack of development pressure in this area. If priorities were to be based strictly on biological values, this area would likely rank highest. Initial opportunities should focus on two portions of this area. First, the forested canyon of North Fork of Deep Creek. This is the route of the Cazdero Trail, and likely the best big game connectivity route to the Gresham Buttes area, as well as important salmon habitat. There may be the potential for partnership with Oregon State Parks. Second, the small butte in the westernmost portion of this area. This is the one closest to the urbanizing part of Clackamas County, would help protect Rock Creek, and could serve the growing Damascus/Pleasant Valley area. It also could serve as a back-up purchase area for Mt. Talbert.

## **Boring Buttes**

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These are the two large and one small butte that lie just northwest of Boring, along the Springwater Corridor. Boring Buttes are quite prominent from Highway 26. They are entirely outside of the UGB. They appear to provide an important forested habitat link between source big game populations in the Cascades, and the interior buttes south of Gresham. They are under some development pressure, primarily for "McMansion" homes on 5-20 acre parcels.

### **High Value**

Visibility (Highway 26)  
Recreation linkage (Springwater)  
Watershed importance  
Land costs

### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Scenic character  
Recreation access  
Adjacent land use  
Ownerships  
Vegetation diversity  
Vegetation uniqueness

### **Low Value**

Cultural resource

### **Recommended Strategy**

Tier II priority. Focus here should be on opportunities to protect headwater forest areas, and linkage to the Springwater Corridor. There are two or three large forested blocks, mostly in hardwoods, that potentially could be secured for very low cost. It is important to recognize that if this area is lost to development, there may be no other effective habitat link with the Cascades. Clackamas County should be encouraged to keep as much of the area as possible in EFU farm and forest zoning.

## **Rocky Butte**

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This is the well known butte along I-205 and I-84. It serves as a very prominent, important landmark in northeast Portland. Rocky Butte is the only butte with documented historic resource importance and is also the only butte that provides urban rock climbing opportunities. About 80 acres of it are under public ownership, but much of this is by ODOT, which wants to unload its property.

### **High Value**

Visibility  
Scenic character  
Recreation Access  
Historic/cultural resources

### **Moderate Value**

Vegetation diversity  
Vegetation uniqueness  
Recreation linkage (I-205)

### **Low Value**

Habitat connectivity  
Internal habitat  
High land cost  
Adjacent land use  
Ownerships  
Watershed importance

### **Recommended Strategy**

Drop from consideration. While Rocky Butte has high importance for scenic, historic, and recreation resources, its protection can be secured by the City of Portland through

enforcement of existing development ordinances, as well as agreements with ODOT on disposition and management of their land area. Remaining lots in private ownership are scattered and very small. Additionally, City of Portland Parks and Recreation Department has indicated that Kelly Butte and Powell Butte are higher priorities for acquisition under the Bond Measure.

### **Mount Tabor**

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A very prominent, well-known butte in the heart of southeast Portland. It has an existing park, partly on Water Bureau property, as well as the famous volcanic crater. Residential development surrounds the park.

#### **High Value**

Unique geology  
Visibility  
Scenic character  
Recreation access  
Cultural resources

#### **Moderate Value**

Wildlife connectivity  
Internal habitat  
Recreation linkage  
High land costs  
Ownerships  
Vegetation diversity  
Vegetation uniqueness  
Watershed importance

#### **Low Value**

none

### **Recommended Strategy**

Drop from consideration. There are no opportunities to add to the existing park. The main long term concern is the potential for the Water Bureau to abandon its reservoirs and sell the property, as it already has with one area along Division Street. This is a City of Portland, not Metro issue.

**Appendix C**  
**Questions and Comments**  
**East Buttes/Boring Lava Domes Public Workshop**  
**May 30, 1996, Persimmon Country Club**  
**June 5, 1996, Sunrise Junior High School Commons**

**5/30/96, Persimmon Country Club, Gresham**

How is wildlife going to navigate between these areas between Pleasant Valley and the big Tier I area?

Staff replied: The big area is recommended because of connectivity to Cascades; Metro wants to buy land as close to Gresham as possible.

Will that land get annexed? Will people be driven out?

Staff replied that the Metro Open Spaces Acquisition Program is a willing seller program and that land owners could do what they wanted. This is not a regulatory program and is unrelated to annexation. There is no money now, but if the land is to be opened eventually to the public, that will follow a master plan process, in which landowners will be invited to participate.

Is there any guarantee that once land is purchased for open spaces that it will not ever revert to urban land (say in 30 years)?

Staff replied that although it was not an absolute guarantee, the Bond's covenants reserved these lands for open space.

Staff also stressed that the Metro Open Spaces Acquisition Program was separate from the 2040 process and that if any acquisition areas become urban reserve areas, then a decision to include or not would be made later.

I think you should put Powell Butte in Tier Ia, can you move on that?

Staff replied that Metro would have to have a financial partner in order to do so. Portland Parks owns and manages most of Powell Butte and, therefore, it seems reasonable to ask Portland for financial assistance.

Friends of Powell Butte don't have the money

Staff replied that the idea of partnership is now conceptual and only now being developed. The partnerships could be with City of Portland, BES, a private source. City of Portland has a stake, so Metro hopes that the City can help identify a source.

Staff noted that Metro has developed matching funds for other areas; the difference in Tier Ib is that Metro wants partners; Metro would not be the decision maker in that instance.

I'm from Portland and I met with Jim Sjulín of City of Portland, who said that the City has money for management, but that he didn't think it had money to purchase land.

Judith Rees of City of Portland replied: "my understanding is that originally we concentrated local share money in areas where we wouldn't overlap with Metro. Therefore, we didn't focus on East Buttes, because we thought Metro was; so, yes, we don't have money for East Buttes.

Metro staff pointed out that bond measure materials identified this target area as "Gresham vicinity" and "Boring vicinity."

How many here are interested in the North Slope of Powell Butte? (10 or so hands were raised).

I appreciate the work Metro is doing. I have seen deer, coyote on north slope of butte; there's wildlife there. . . Maybe a connection to Tier Ia through Johnson Creek Corridor should be considered; it would connect to the community and to Powell Butte Park. A wise use of slope would be not to build homes; there are lots of slides and it has been designated as a hazardous area (geologically).

I'm a student at Centennial High School: there are many educational opportunities at Powell Butte; kids are doing projects on the butte, science, botanical, etc. If the butte isn't preserved, we will lose a resource and learning environment.

Staff replied that Metro is looking for partnerships with schools; "your testimony is at the heart of what we want to achieve."

Boring Lava Domes mean a lot to Gresham; in Portland, you've got Forest Park.

We live in Tier Ia. If you are going for a big area, what happens to ten or so acres that sit in the middle of a large area.

Staff replied that acquisition was no exact science and explained that Metro would start with available large tracts of land and work from there. Metro will try to talk to a group of contiguous land owners at one time; wait for the right timing. There may be some in-holdings, but that is not ideal.

What will that mean--that our property is less valuable?

Staff replied that It is difficult to predict the market, but that in some instances the proximity of a large, protected open space has a positive impact on surrounding property values.

You can condemn, right?

Staff replied that legally, yes, but the current Metro Council is opposed to condemnation and is not planning to do it.

Explain the land acquisition process.

Staff said they work with interested land owners one-on-one. At the first meeting the real estate negotiator explains the program and determines what the landowner wants/needs on a case by case basis. If the property is already on the market, the process is a little different. Metro would have to negotiate on the price; as a public agency, Metro is unable to spend more than fair market value. Metro is able to move very quickly; sometimes in less than 30 days, to get the title report, environmental audit, etc.

I hear coyotes at night. I applaud Metro's look/emphasis on science. Important to preserve large trunks, connecting corridors; felt it was important to stress why connections are more important than islands.

Is there potential for all of that money to be spent only on Tier 1a?

Staff replied they felt money was available for both.

There are 90 acres about to be developed on Clatsop Butte; can Metro do anything about this?

Staff replied that it was too late for that area, that a permit had already been issued and that the development was proceeding.

#### **6/5/96 Sunrise Junior High School Commons, Clackamas**

County Commissioner Hooley expressed support for acquisition on Mt. Talbert; staff agreed

I second Commissioner Hooley. Remember Mt. Scoot Creek, Rock Creek and Deep Creek important to water quality in Clackamas. Don't sit back and wait for match.

Staff replied that Metro has flexibility and can close deal and be reimbursed at a later date.

I concur with previous two comments. The Sunnybrook Road plan points out that cutthroat trout live in Kellogg Creek.

Is the west bank of Mt. Talbert being developed? Do I have to cede acres?

Diane Campbell of North Clackamas responded that 40 acres will be divided if Cedar Park subdivision is approved; North Clackamas recently received a 5.7 acre donation from first phase.

I support protecting Mt. Talbert. 5 of 9 district advisory board members are in attendance, and that the board unanimously recommended Talbert as first priority.

Staff asked if he thought the idea presented by Metro staff made sense.

He replied yes, as long as partnerships occur, then when assured that they would, said yes without reservation.

Staff asked for a show of hands in support of Metro goals and objectives and approximately 90% of attendees raised their hands.

I think Scouter Mountain should be Tier Ib, not Tier II. There's important connectivity, willing sellers, and some protected acreage, almost all on south side of Scouter Mountain.

Staff requested land price figures from the three land owners who are willing sellers and said that if Metro could budget and dollars made sense, Metro might be able to help.

Bill Broad of North Clackamas Parks Advisory Board agreed that Mt. Talbert was priority.

I heard Metro is only keeping acquired lands as open space for five years; is that true?

Staff replied that the Bond Measure literature and covenants require it to be perpetual open space, which condition allows the money to be a tax exempt security.

How far down the Clackamas River are you going?

Staff replied that Metro studied buttes north of the Clackamas River, but that there was a separate target area on the Clackamas River, with Tier I between Gladstone and Carver north bank, Tier II Carver to Barton Park. Clear Creek is another target area.

If you do this and don't protect access routes because you run out of money for Tier II, do you lose connectivity?

Consultants responded that Tier II areas are not as threatened, have very large zoning, so will continue to provide some connective habitat for a couple decades; biggest threat is the sunrise corridor.

Staff added that a partnership recommendation of the refinement is to work with ODOT on the highway design, and that to the extent connectivity occurs in this area, it does so along steep ravines that don't need to be purchased because they are undevelopable.

We've got a farm in the red area (Tier I); I can see us being forced out of our lands by various measures that the government proposes. I've been down zoned and don't like it.

With \$136 million dollars worth of property going off the tax rolls. How will existing taxpayers handle it?

Staff replied that lands we buy will come off tax roll but the amount of property we are taking off the tax rolls is less than 1/10th of one percent of the value in the Metro area.



The Metro Open Spaces Acquisition Program is not a zoning program; we don't regulate or change taxes.

Ron Scholls, Happy Valley City Councilor--what about trails connecting these areas? We own a couple of tracts and wonder whether you can help us connect.

Staff explained that local share money was available to individual cities for trail projects.

Where is the urban reserve?

Consultants responded by pointing it out on the refinement map, and staff added that they had brought materials along and offered to distribute them.



## EAST BUTTES/BORING LAVA DOMES QUESTIONNAIRE

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The Metro staff invites you to participate in the refinement process for the East Buttes/Boring Lava Domes Target Area study. Refinement is the public process through which Metro adopts specific geographical boundaries and objectives for each target area. In the course of this process we interview stakeholders, evaluate the undeveloped land in the target area and formulate preliminary objectives. Please assist us by completing this questionnaire and sharing your ideas.

1. For the Refinement process being undertaken by the Metro staff, what key elements of the East Buttes/Boring Lava Domes acquisition should be emphasized? (Rank in order from 1 to 6, with 1 being the most preferred choice, and 6 the least important).

- ☐ Connecting links to existing open spaces natural areas, parks, trails and greenways.
- ☐ Acquisition of large, undeveloped tracts for open spaces, passive recreation and selected public access in or around urban reserve study areas.
- ☐ Acquisition of land to protect scenic views.
- ☐ Acquisition of land to protect diverse or unique plant communities.
- ☐ Acquisition of land to protect wildlife habitat.
- ☐ Protection of the watershed and the tributaries that feed Johnson Creek for water quantity and quality.

2. Specifically, which areas should be the top priorities for acquisition/protection by Metro, understanding that Metro has funds sufficient only to focus on a few of these areas? (Rank 1 to 9, with 1 being the most preferred choice and 9 the least preferred).

- ☐ Boring Buttes
- ☐ Damascus Buttes/Clackamas River Tributaries
- ☐ North Gresham Buttes (Urban)
- ☐ South Gresham Buttes (Urban/Rural)
- ☐ Kelly Butte
- ☐ Powell Butte/Mt. Scott (Urban)
- ☐ Rocky Butte
- ☐ Scouter Mountain
- ☐ Mount Talbert
- ☐ Other Butte (please specify) \_\_\_\_\_

3. Are there any locations where you would recommend against purchasing? Please briefly explain why.

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4. What further suggestions would you propose to enhance the protection of the East Buttes/Boring Lava Domes?

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5. What additional information would be helpful to you?

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6. Additional comments:

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7. Are you interested in participating in the Open Spaces Program as a willing seller or benefactor in the form of a donation, dedication or conservation easement?

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Name, Address, Phone (OPTIONAL)

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\_\_\_\_ Please add my name to your East Buttes/Boring Lava Domes Mailing List regarding future information, public meetings and events.

Please return to Metro Open Spaces Program, 600 Northeast Grand Avenue, Portland, OR 97232-2736. You may also call Metro's Open Spaces Hotline at 797-1919 for more information or to leave a comment.

## **Appendix E**

### **Challenge Grant Guidelines**

- \$4,000,000 challenge grant account
- Willing Seller
- The property under consideration must be identified on the confidential, tax lot specific refinement map
- Subject to deed restrictions keeping property in natural condition in perpetuity
- Available until 1999 or until the fund is depleted, whichever is first
- First come/first served
- Site must be predominantly in natural condition at time of purchase
- Minimum 25 percent non-Metro match



July 25, 1996

Metro  
Metro Council  
600 NE Grand Ave.  
Portland, OR 97232

Metro Council:

The North Clackamas Parks and Recreation District appreciates the opportunity to submit for the record its comments pertaining to the Metro Staff Report dated July 3, 1996, regarding the East Buttes/Boring Lava Domes. The Parks District supports the July 3rd staff report with the exception of three issues that fall under the Challenge Grant Guidelines in Appendix E. The Parks District reiterates two points that we have previously made to the Regional Parks and Greenspaces Advisory Committee and the Regional Facilities Committee. These points are:

- **Minimum 25 percent non-Metro match:** We continue to recommend that the funding allocation be based on a four to one ratio or a 20 percent non-Metro match. This percentage will enable the jurisdictions to maximize their dollars and increase the capability of purchasing the properties as they become available.
- **First come/first served:** In order to protect the interests of the citizens of the Park District, it is requested that funding be assured for the acquisition of Mt. Talbert. Under the first come/first served scenario, the potential exists for excellent acquisition opportunities to be lost. We are committed to efficiently and expediently working towards acquisitions on Mt. Talbert. The Parks District would like to see all properties on the buttes identified in Tier 1b protected as open space. The first come/first served scenario may impede this goal.

We would also like to address the challenge grant amount recommended in the staff report.

- **\$4,000,000 challenge grant account:** We recommend increasing the Tier 1b allocation by \$500,000. The North Clackamas Parks and Recreation District and the City of Portland have premised their acquisition strategies based on a \$4,500,000 funding allocation. This increase in the challenge grant account will help to insure that the jurisdictions' acquisition goals will be met.

The North Clackamas Parks and Recreation District and the City of Portland have worked closely together during the refinement process and are in agreement regarding the points discussed above. Both entities believe in a collaborative process and to that end will continue to work together and with Metro to preserve the East Buttes.

Sincerely,

A handwritten signature in blue ink, appearing to read "M Wall", with a stylized flourish at the end.

Mitch Wall  
Chair, District Advisory Board

cc: Roger K. Brown, NCPRD Director  
David Judd, Portland Parks and Recreation  
Judith Rees, Portland Parks and Recreation  
Jim Desmond, Metro

APPLICATION FOR APPOINTMENT TO  
METRO COMMITTEE FOR CITIZEN INVOLVEMENT (METRO CCI)

Interested in Appointment within District / Area: 4 / <sup>MCCI</sup> Position 10

The purpose of this form is to obtain general information for use in determining qualifications for nomination and appointment to the Metro Committee for Citizens Involvement (Metro CCI). Position descriptions are listed on the attached sheet. PLEASE COMPLETE AND RETURN THIS FORM to Judy Shioishi, Metro, 600 N.E. Grand Avenue Portland Oregon 97232-2736. Please feel free to attach or enclose supplemental information or a recent resume which more fully details your involvement in volunteer activities, public affairs, civic services, affiliations, etc.

Applicants may nominate themselves but are also encourage to attach nominations from community organizations. One purpose of the Metro CCI is to develop a community organization network in which to share information about Metro.

PERSONAL DATA

Name: SCHACHT, RICHARD J.  
(Please type or print last name, first name, middle initial)

Residence Address: 780 SW Spring Ln  
(include county) Portland, OR 97225 (WASH)

Mailing Address: \_\_\_\_\_  
(if different) \_\_\_\_\_

Occupation: Consultant

Phone Numbers: 503.644.4129  
(Home) (Business) (Other)

Why are you interested in serving on the Metro CCI? \_\_\_\_\_

I WANT to be INVOLVED and PRO-ACTIVE  
in How my Community Develops.

-- more --

Community Service Activities/Honors: \_\_\_\_\_

NW MEDICAL TEAMS FLOOD RELIEF

ARTQUAKE '96

SB 122 C.I.A.C. - WASH. CO.

MCCI & NETWORKING sub-committee

Educational Background: BS. in BUSINESS, MKTG

COMPUTER INFO. SYSTEMS @ PCC

OPTIONAL

Nominating Group : \_\_\_\_\_

On a separate sheet please include the name of the organization, a contact person, address and phone number, and a brief description of the applicant's connection with organization and why the applicant is deserving of such nominations.

As a resident of either Clackamas, Multnomah or Washington Counties I affirm that all information is true to the best of my knowledge. I understand that any misstatement of fact or misrepresentation of credentials may result in disqualification of my application, disqualification from appointment, or dismissal from the Metro CCI once appointed.

I understand that appointment to this committee will involve a substantial time commitment, including regular, special and subcommittee meetings, and am willing to make such a commitment.

7/9/96  
(DATE)

R. J. Schacht  
(Signature)



Conkling  
Fiskum &  
McCormick  
INCORPORATED

MEMORANDUM

TO: Councilor Patricia McCaig

July 25, 1996

FR: Dan Jarman

RE: Urban Reserves Rule

As you know, I've been trying – with little success – to find out what is the definition of a "sub-area of each regional center and each urban town center." This specific language exists in the amendment to the Urban Reserve Rule the Growth Management Committee adopted last week. The Metro Council will take up the amendment today.

As best I can tell, a clear definition does not exist and most people have a different interpretation of what it means. I spoke with Larry Shaw – at the urging of Councilor McLain – and he recognizes it needs to be defined at some point. However, in what manner, and by what government entity, is not known.

Pertaining to the definition, Larry Shaw says, "more negotiations need to be done on the wording and clarity." He claims "DLCD wants to pin us (Metro) down" and define the term itself. Mr. Shaw seems very uncomfortable allowing DLCD/LCDC the sole authority in defining the term. I'm very confused. Why is Metro forwarding a rule change suggestion to DLCD, with misgiving in how they will define key language, and trust them to recommend language to LCDC that is intended to give Metro flexibility in the 2040 process for meeting a jobs/housing balance for the region?

Larry Shaw also said, "I hope we (Metro) get to define a sub-area." In fact, aren't you ceding all responsibility to DLCD and LCDC to define the language if you send it to them with no definition of your own? Its not as if Metro gets to check-off on LCDC's adopted rule changes.

Depending on how LCDC defines a "sub-area," the possibility exists that no land of "lower priority" will even be in a sub-area. If that is the case, why is it necessary to go through he process of amending the Urban Reserve Rule?

As I said Tuesday, we only want this rule change to be clear. We understood the intent behind an amendment to the Urban Reserve Rule was to clarify when it is proper to consider lower priority lands (for UGB expansion) to meet a job/housing balance for the region.

We do not know how this rule change will affect our client. We do, however, want to know the potential consequences if it indeed relates to our situation with the St. Mary's property. There are many good reasons to include the St. Mary's property in an Urban Reserve Area or in an expanded UGB.

Lack of clarity in the language of the proposed rule change may necessitate re-examination by the Growth Management Committee. For instance, there is no reference in the language to growing employment centers in the region. As you know, regional centers and town centers are not considered growing employment centers – like the high tech corridor in Washington County – that need an adequate job/housing balance. If this amendment is adopted, Metro would have to rely solely on LCDC to interpret and define whether a employment center is considered a "sub-area of each regional center and each town center." The need for clear jobs/housing balance language is very important.

Please let me know your thoughts. Thank you.

bcc: Hon. John Kvistad  
Hon. Don Morrisette  
Jeff Bachrach  
Jon Chandler

Metro Council  
600 N.E. Grand Ave.  
Portland, OR

16 July 1996

I am writing this letter in support of not expanding the Urban Growth Boundary. I have lived in the New York City Metropolitan Area and Germany where public transportation gets you to your destination faster than by car and at a much cheaper price. Presently, that is not normally the case in Portland, but the rate of increase in population and the greater frequency of traffic problems on the main arterials will also make it so here. Even though I now consider myself a city-person, I grew up and have lived in rural communities where public transportation was not an option for the majority of residents. My wife and I were attracted to Portland because of its livability. One of the major issues in choosing to live here was the availability of a downtown core with high quality shops, restaurants and entertainment and a sense of safety. Portland is indeed a good place to live.

The obvious and only option which appears to me to be available to maintain Portland's livability is to increase densities within a fixed urban growth boundary and to focus on moving people more reliably and cost effectively in public transportation. The alternatives are reduced air quality, increased traffic congestion and the loss of a livable environment. Furthermore, with an enhanced public transportation system, local neighborhoods can continue to increase in importance throughout the city.

I strongly urge the Metro Council to leave the Urban Growth Boundary alone at this time. Life is full of uncertainties. Just as the stock market is correcting from overblown expectations, it is possible that the increased influx of people into the Portland area may not materialize quite as rapidly as projected. The only certainty is that with every expansion of the Urban Growth Boundary the reliance on the automobile is increased which in turn will contribute to lower air quality, longer commutes and more highway congestion.

Sincerely,

A handwritten signature in dark ink, appearing to read "Robert G. Amundson". The signature is fluid and cursive, with the first name "Robert" being more prominent and the last name "Amundson" written in a more compact, flowing style.

Robert G. Amundson  
1616 SW Harbor Way #403  
Portland, OR 97201



**Citizen Advisory Committee  
Policy Recommendations  
Final Draft**

# **Regional Transportation Plan Update**

**April 19, 1996**



**METRO**

## **Citizen Advisory Committee**

**Paul Koch, chair**  
Resident delegate, Clackamas County

**Lois Achenbach**  
Resident delegate, city of Portland

**Gregory Goodman**  
Business delegate, city of Portland

**Charles J. Becker, Vice Chair**  
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**Paul Spanbauer**  
Business delegate, cities of Multnomah County

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Resident delegate, Multnomah County

**Karl Rohde**  
Resident delegate, cities of Clackamas County

**Joseph Intile**  
Business delegate, cities of Clackamas County

**Jan Campbell**  
Resident delegate, cities of Washington County

**Charles Noble**  
Business delegate, cities of Washington County

**Robert Enninga**  
Resident delegate, Washington County

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**Don MacGillivray**  
Metro Committee for Citizen Involvement at-large delegate

**Gerri Sue Lent**  
Alternative mode at-large delegate

**Joe Walicki**  
Alternative Mode at-large delegate

**Vacant**  
Freight at-large delegate

**Patricia Lee**  
Senior Citizen at-large delegate

**Anne O'Ryan**  
Motorist at-large delegate

**Chris Wrench**  
Environmental Interest Group, at-large delegate

**Kevin Kincaid**  
Transit Union, at-large delegate

**David Hurt**  
Youth, at-large delegate



onorable Members of the Metro Council, the Joint Policy Advisory Committee on Transportation and citizens of the region:

Enclosed is the final version of Regional Transportation Plan policies developed and recommended by your Citizen Advisory Committee. The policies are the result of a very extensive process that looked, in depth, at every aspect of the regional transportation system and the implications for the future as it relates to the 2040 growth concept. This document is the result of a successful and positive partnership between citizens and public employees.

For the past year, the 21 members of the CAC spent countless hours reviewing transportation-related issues, shared individual and interest group ideas and concerns and communicated openly to work out transportation policies that would serve the region for many years to come. During some months, the committee members committed to many meetings and extended hours in order to develop a high-quality product.

As representatives of the various jurisdictions and citizens of the three-county area, the committee seriously considered every aspect of transportation and growth-related issues. Because of the broad interests represented, the CAC spent much time openly communicating, discussing various strategies and developing common solutions to the regions' complex transportation and growth challenges.

In this time of negative feelings and criticism of government, it was rewarding for all of us to sit as citizens, working to establish a flexible framework that will provide the opportunities for solving the transportation problems of the region. Members of the committee learned first hand that there are no easy solutions. Thanks to the strong commitment of a very professional and highly qualified staff, the committee was educated about the issues, options and implications of action. We understand what must be done and trust that the policies will lead to positive action by the appropriate governing bodies of the region.

On behalf of the CAC, I thank you for giving us the opportunity to participate in the process. I also thank you for providing us with the opportunity to work with outstanding public employees who went well beyond the call of duty in assisting the committee. We now hope that the region will move forward in harmony to meet the needs of the citizens of the region.

Sincerely,

Paul Koch

Chair, Regional Transportation Plan Citizens Advisory Committee

# How can you get involved?

Release of this document triggers a public comment period for Chapter 1 policy changes recommended by the Regional Transportation Plan Citizen Advisory Committee. Now is the time for you to express your vision for the region's transportation system and how it can serve your needs. We want to know what is important to you!

To get involved:

- provide comments by phone, letter, fax or e-mail
- testify at the Metro Council's May 23 public hearing

## Policy Adoption Schedule

**May 7** – Citizen Advisory Committee meeting; public testimony received

**May 16** – Joint Policy Advisory Committee on Transportation (JPACT) considers final adoption of Chapter 1 of the Regional Transportation Plan

**May 17** – Public comment period on final recommendation ends

**May 23** – Metro Council public hearing at 6 p.m. at Metro Regional Center, 600 NE Grand, Portland; public testimony received

**May 30** – Metro Council considers final adoption of Chapter 1 of the Regional Transportation Plan

Please call the transportation hotline to confirm dates and meeting times.

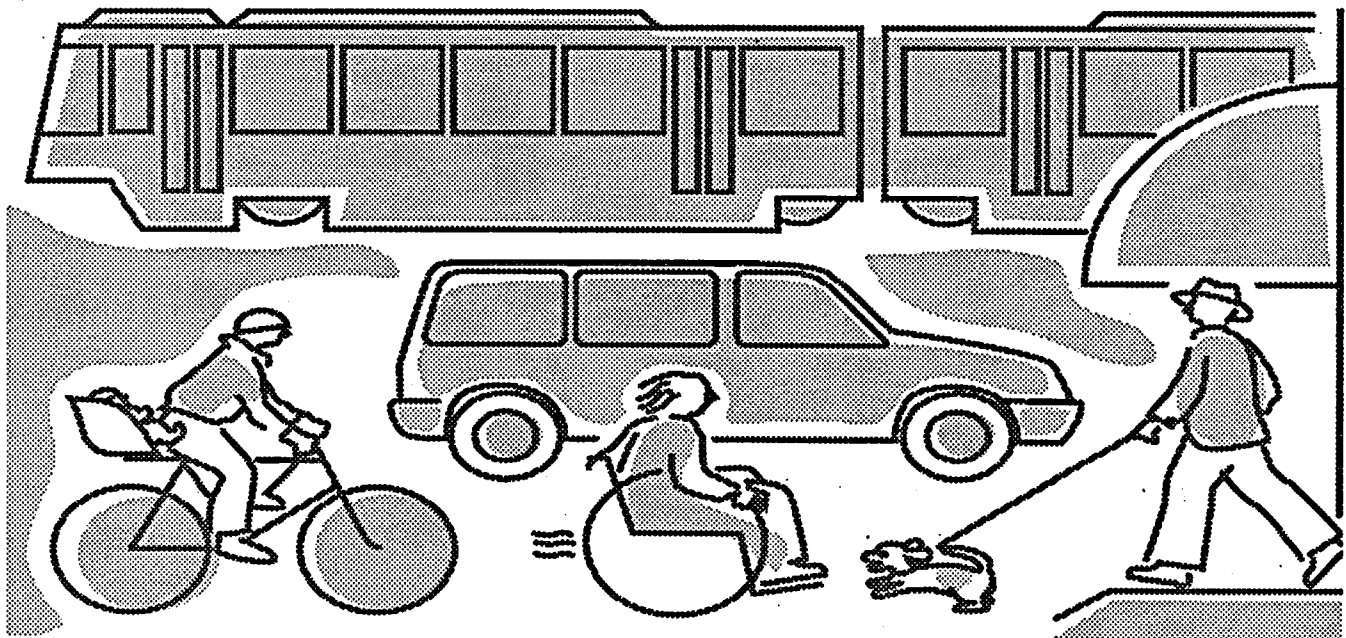
## To comment on Regional Transportation Plan policies:

**phone** – call the transportation hotline, (503) 797-1900 or T.D.D. (503) 797-1804

**mail** – Metro, Transportation Department, 600 NE Grand Ave., Portland, OR 97232-2736

**fax** – (503) 797-1794

**e-mail** – [trans@metro.or.gov](mailto:trans@metro.or.gov)





# Regional Transportation Plan

**T**he transportation system plays a critical role in the continued economic health and livability of this region. To address these and other issues, Metro is updating the Regional Transportation Plan, a 20-year blueprint for the region's transportation system that addresses how best to move people and goods in and through the region.

Chapter 1 of the plan establishes guiding principles for a balanced regional transportation system as well as goals and objectives for all ways of traveling in and through our region. These goals and objectives are important because they will form the basis for future decisions about what transportation projects will be funded in this region, as well as guide local jurisdictions in the development of their local transportation plans.

The Regional Transportation Plan is updated every three years. In May 1995, the Regional Transportation Plan Citizen Advisory Committee was appointed by the Metro Council as part of the update process. The 21-member group provides citizen perspectives on transportation issues and is advisory to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. This "discussion draft" summarizes the policy recommendations made by the Citizen Advisory Committee and further describes the Regional Transportation Plan, the Regional Framework Plan and the 2040 Growth Concept, including their relationship to each other.

**Growth in our region** – The Portland metropolitan region is a fast growing area with a diverse, improving economy. People are attracted to this region for its jobs, natural beauty and livability. Important measures of livability include access to jobs, affordable housing and a clean environment.

In 1995, there were approximately 1,597,100 people living in this region. According to population projections, there will be 2,507,600



people in the region by 2040 (including Clark Co., Washington). This represents an increase of nearly 900,000 new residents between 1995 and 2040.

Considering these projections, the challenge is clear. If the region is to preserve its acclaimed quality of life, we must deal proactively with

the issues accompanying a rapid increase in new residents – increasing traffic congestion, vanishing open space, rising housing costs and diminishing environmental quality.

**2040 Growth Concept** – To meet this challenge of increased population, Metro developed the 2040 Growth Concept. Adopted by the Metro Council in 1994, the 2040 Growth Concept is a plan that establishes a vision for how our region should grow during the next 50 years.

In general, the 2040 Growth Concept envisions compact development throughout the region, concentrating new jobs, services and housing in centers. The following are the land-use components defined in the 2040 Growth Concept:

- Central City
- Regional Centers
- Industrial Areas
- Station Communities
- Town Centers
- Main Streets
- Corridors
- Employment Areas
- Inner Neighborhood
- Outer Neighborhood

These centers vary in terms of size and types of activities present. Town centers, for example, are envisioned to provide housing with shopping and other commercial services within a two to three-mile radius.

Transportation investments that support town centers and the other land-use components defined in the 2040 Growth Concept are a key part of making the concept work. This means spending money on transportation projects that will provide the right mix of road, pedestrian, bus, bicycle and freight improvements to support this more compact urban form.

It is important to note that the 2040 Growth Concept is not the final plan for the region. Rather, the 2040 Growth Concept will be used to develop the Regional Framework Plan which will specify ways for the region and local communities to implement the vision outlined in the 2040 Growth Concept.

#### **Regional Framework Plan –**

The purpose of the Regional Framework Plan is to examine a number of issues that are involved in managing this region's growth. We are not, for example, examining only land-use issues. We are also looking at the transportation system, the urban growth boundary, water resources, air quality and



housing densities. Dealing with these issues together will help us create the kind of region most of us want for future generations.

A draft Regional Framework Plan will be developed with input from citizens, local governments, businesses and other interested groups by the end of 1996. During 1997, these same groups will have additional opportunities to deliberate and provide input to the plan before final action by the Metro Council. Metro's voter-approved charter requires that the Regional Framework Plan be adopted by December 31, 1997.

#### **Regional Transportation Plan –**

The Regional Transportation Plan is a key element of the Regional Framework Plan. The Regional Transportation Plan addresses how best to move people and goods in and through the region. To do this, the Regional Transportation Plan identifies existing and future transportation needs and the projects or programs needed to address those needs. Policies established in Chapter 1 of the

Regional Transportation Plan set both short and long-term priorities for funding of regional transportation projects.

The Regional Transportation Plan is updated every three years. Metro's 1992 Regional Transportation Plan is currently being updated to incorporate the components of the 2040 Growth Concept. The new Regional Transportation Plan, when adopted, will serve as the transportation element of the Regional Framework Plan.

Phase I of the Regional Transportation Plan update focused on bringing the plan into compliance with the federal Intermodal Surface Transportation Efficiency Act (ISTEA), the Clean Air Act Amendments (CAAA) of 1990 and the Americans with Disabilities Act (ADA) of 1990. Phase I was completed in July 1995 and produced an interim Regional Transportation Plan. This interim plan met all federal transportation planning requirements, most notably, the development of a 20-



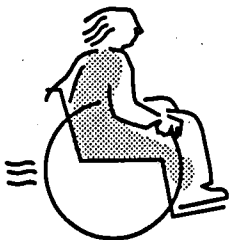
year list of projects meeting Clean Air Act requirements that could be built with money that is "reasonably anticipated to be available."

Phase II of the Regional Transportation Plan update will focus on integrating regional transportation policies and the 2040 Growth Concept. Successful implementation of the 2040 Growth Concept hinges on transportation policies and investments that encourage and support the land use components envisioned by the 2040 Growth Concept.

Phase II will also meet state level transportation requirements. The state transportation planning rule requires that metropolitan areas develop strategies to:

- integrate land-use and transportation planning
- build communities that promote biking, walking and transit as viable options to driving an automobile
- reduce the number of people traveling alone in a car

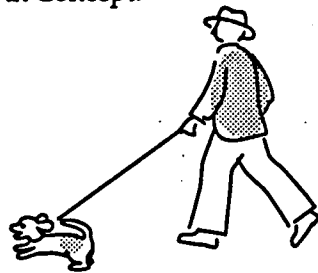
To achieve these regional and statewide goals, Phase II is broken down into a policy component and a system component. The policy component (Chapter 1) of the Regional Transportation Plan will be considered for adoption by the



Metro Council this May and will provide transportation direction for implementation of the 2040 Growth Concept.

A basic assumption in the goals and objectives of Chapter 1 is that transportation systems do more than meet travel demand; they have a significant effect on the areas they serve. As such, the goal of the Regional Transportation Plan is to tie investments in the region's transportation system to regional and community goals and values in order to maintain the quality of life that area residents presently enjoy.

To this end, the Regional Transportation Plan will balance investments in highways, streets, transit, freight, bikes and pedestrians, so that regional funds go to transportation projects that support the land-use components in the 2040 Growth Concept.



**The Regional Transportation Plan update process** – The Metro Council will make the final decision about regional transportation policies. However, the Regional Transportation Plan update process is structured to promote citizen involvement, interagency communication and coordination at several levels.

The Joint Policy Advisory Committee on Transportation (JPACT) consists of elected officials from

area cities and counties as well as agency leaders in the region. This committee's role is to evaluate transportation needs and give recommendations to the Metro Council. JPACT's discussions are usually based on technical input from the Transportation Policy Alternatives Committee (TPAC), whose membership includes technical staff from the same agencies as JPACT and six citizens appointed at-large by the Metro Council.

Several work teams also meet regularly to identify strategies and projects that address transportation needs for all ways of traveling in and through the region. These work teams are composed of citizens and city, county, regional and state agency planners.

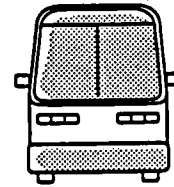
The 21-member Regional Transportation Plan Citizen Advisory Committee was appointed by the Metro Council in May of 1995 to provide citizen perspectives on transportation issues during the Regional Transportation Plan update. The committee members live and work throughout the region and bring a broad range of experiences and views to the process (see page 1 for a list of members). The committee suggests and reviews proposed changes to the Regional Transportation Plan and will make advisory recommendations to JPACT and the Metro Council. These recommendations will shape regional transportation policies.

# A new direction for Transportation

**T**he Regional Transportation Plan identifies six major components that focus on the movement of people and goods in and through the region. These components are motor vehicles, street design, freight, pedestrian access, bicycles and transit.

In addition, the Regional Transportation Plan includes a transportation demand management program. This program promotes shared ride, biking, walking and transit as ways to reduce demand on the region's transportation system, especially during the most congested times of the day.

The following are a summary of the Citizen Advisory Committee's policy recommendations for Chapter 1 of the Regional Transportation Plan. These recommendations will be considered by the Metro Council in May.

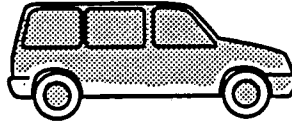


bicycle, bus and freight travel. Specific motor vehicle system goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- connecting and supporting the various 2040 Growth Concept land-use components
- maintaining access to important regional destinations
- limiting the impacts of motor vehicles on pedestrian, bicycle and transit oriented areas

**Regional Street System** – Metro's regional street system goals and objectives focus on improving traffic circulation through new street connections, and developing street designs that integrate the 2040 Growth Concept land-use components and the needs of various ways to travel. Specific changes to the regional street system goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- creating regional street design classifications that link transportation and land-use
- considering implementation of the 2040 Growth Concept when determining funding priority for transportation projects and programs



- integrating land use, automobile, bicycle, pedestrian, freight and transit needs in regional street designs

For more information on the regional street system, contact Tom Kloster, project manager, 797-1832, or T.D.D. 797-1804.

**Motor Vehicle System** – Metro's motor vehicle system provides access to the 2040 Growth Concept land-use components with an emphasis on mobility between these destinations. Although, principally designed to accommodate the car, the motor vehicle system also serves pedestrian,

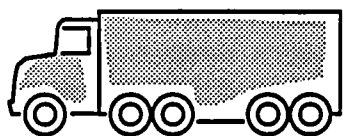
For more information on the motor vehicle system, contact Tom Kloster, project manager, 797-1832, or T.D.D. 797-1804.

**Transit System** – Metro's transit system goals and objectives focus on providing appropriate levels of access to transit service for everyone living within the urban growth boundary. Specific changes to the transit goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- making transit vehicles, transit stops and areas surrounding transit stops more accessible to customers with disabilities

- linking transit service to land use components of the 2040 Growth Concept (i.e., station communities, regional centers, etc.,)
- identifying new types of transit services needed to serve the 2040 Growth Concept, including high-capacity bus service that is similar to light rail in speed, frequency and comfort
- improving the existing level of safety and security on the transit system to encourage transit use

For more information on the transit element of the regional transportation plan, contact Rich Ledbetter, project manager, 797-1761, T.D.D. 797-1804, or Ken Zatarain, Tri-Met Service Planning, 238-4970.



**Freight System** – Metro's freight program acknowledges that the movement of goods and services makes a significant contribution to this region's economy and wealth. Regional freight system goals and objectives focus on vitality of the region's industries through efficient freight movement. Specific changes to the freight system goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- enhancing the flow of goods from the region to national and international markets
- reducing conflicts between freight and non-freight traffic
- developing adequate freight loading and parking areas in central cities, town centers and main streets

For more information on the freight element of the regional transportation plan, contact Mike Hoglund, project manager, 797-1743, T.D.D. 797-1804 or Jane McFarland, Port of Portland, 731-7049.

**Pedestrian System** – Metro's pedestrian system goals and objectives focus on making the region more walkable and pedestrian friendly by providing safe and convenient access to pedestrian destinations within a short distance. For example, improving walkway connections between office and commercial districts and surrounding neighborhoods provide opportunities for residents to walk to work, shopping or to run personal errands. This reduces traffic congestion and air pollution, and helps create livelier communities.

A major goal of the pedestrian program is to encourage walking for short trips and improve access to the transit system through pedestrian improvements. Examples of pedestrian improvements are: sidewalks, curb ramps

and marked street crossings at all intersections. Features that make walking or waiting for a bus more appealing are street lighting, bus shelters and benches, landscaping and wide planting strips that create a buffer for pedestrians between the curb and the sidewalk.

The pedestrian system goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- designing communities so that walking is convenient
- implementing projects that are most likely to increase and benefit pedestrian travel
- improving pedestrian connections to bus stops and transit stations
- encouraging pedestrians, bicyclists and motorists to share the road safely through regional public awareness programs

For more information on Metro's pedestrian program, contact, Allison Dobbins, project manager, 797-1748, or T.D.D. 797-1804.





**Bicycle System** – Metro's bicycle system goals and objectives focus on increasing the number of bicycle trips in the region, providing a regional network of bikeways and encouraging bicyclists and motorists to share the road safely. Specific changes to bicycle system goals and objectives in Chapter 1 of the Regional Transportation Plan address:

- providing a convenient, safe, accessible and appealing regional system of bikeways that are integrated with other ways of traveling
- increasing the number of bicycle trips made throughout the region

- encouraging bicyclists and motorists to share the road safely through regional public awareness programs
- ensuring that all regional transportation improvements include appropriate bikeway facilities

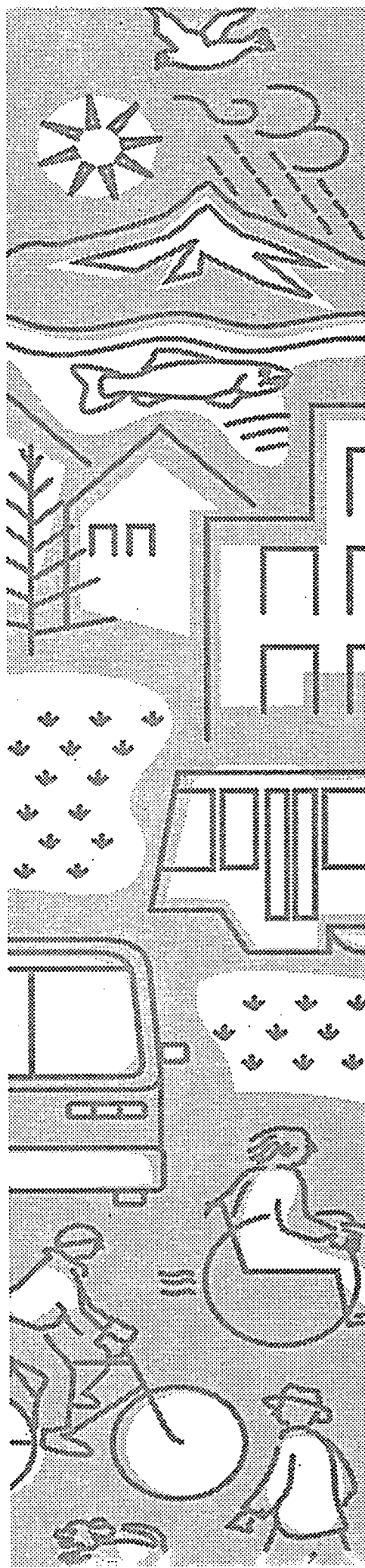
For more information on the regional bicycle program, contact Bill Barber, project manager, 797-1758, or T.D.D. 797-1804.

**TDM Program** – Metro's transportation demand management (TDM) goals and objectives focus on promoting shared ride, biking, walking and transit, especially during the most congested times of the day. Specific changes to the transportation demand management program in Chapter 1 of the Regional Transportation Plan address:

- increasing public awareness of transportation demand management as a tool to reduce congestion and air pollution and to implement the 2040 Growth Concept

- making it more efficient and convenient for people to use transit, share rides, bike and walk
- providing incentives for development to occur in 2040 Growth Concept centers

For more information on the TDM element of the regional transportation plan, contact Rich Ledbetter, project manager, 797-1761, or T.D.D. 797-1804.



**Regional Transportation  
Plan Update**

# **Chapter 1 Regional Transportation Policy**

**Citizen Advisory Committee  
Final Draft**

**April 19, 1996**



**METRO**



**METRO**

**Chapter 1**  
**Regional Transportation Policy**  
**for the Portland Metropolitan Region**

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## **CHAPTER 1**

# **Regional Transportation Policy**

### **A. Introduction**

This chapter presents the overall policy framework for the specific transportation goals, objectives and actions contained in the Regional Transportation Plan (RTP). It also sets a direction for future planning and decision-making by the Metro Council and the implementing agencies, counties and cities. The chapter is organized as follows:

- **Transportation Vision Statement and Guiding Principles:** This section establishes the basic mission of the plan as a means for implementing the Metro 2040 Growth Concept.
- **Urban Form and Land Use:** This section describes the individual transportation needs of the 2040 Growth Concept land use components and the relative importance of these components to the region.
- **RTP Goals and Objectives:** This section describes the policy direction of the plan and establishes in measurable terms how the plan implements the 2040 Growth Concept and what level of accessibility the transportation system is expected to provide.
- **Transportation System Design:** This section provides objectives regarding the performance and function of each modal element of the transportation system.

### **B. Regional Vision and Guiding Principles**

Implementation of the 2040 Growth Concept requires a departure from traditional transportation planning. Concentrating development in the high-density activity centers envisioned in the 2040 Growth Concept may produce levels of congestion that exceed existing standards, yet signal positive urban development for these areas. Conversely, the continued economic vitality of important industrial areas and intermodal facilities largely depends on preserving or improving access to these areas and maintaining reasonable levels of mobility on the region's throughways. The unifying theme of the 2040 Growth Concept is to preserve the region's livability while accommodating expected growth – a principle which calls for transportation planning that is finely tailored to the specific needs of each 2040 Growth Concept land use component.

## **Transportation Vision Statement**

The Regional Transportation Plan seeks to enhance the region's livability through implementation of the 2040 Growth Concept with a transportation system that:

- anticipates the region's future travel needs;
- promotes an appropriate mix of travel modes; and
- supports key elements of the growth concept with strategic system improvements.

## **Guiding Principles**

The Regional Transportation Plan vision has four guiding principles:

1. Provide complete information, timely public notice, full public access to key decisions and support broad-based, early and continuing involvement of the public;
2. Facilitate development of the 2040 Growth Concept land use components with specific strategies that address mobility and accessibility needs and use transportation investments to leverage desired land use patterns;
3. Ensure that the allocation of fiscal resources is driven by both land use and transportation benefits; and
4. Place a priority on protecting the region's natural environment and livability in all aspects of transportation planning process.

The transportation system plays a critical role in the continued economic health and livability of the region. The regional forecast for the year 2015 predicts nearly 615,000 new residents and more than 500,000 new jobs above 1995 levels for the metro area (excluding Clark County). Substantial investment in transportation improvements is needed to accommodate this growth in a manner that supports the 2040 Growth Concept and preserves the region's livability.

Important measures of livability include mobility and access to jobs, schools, services and recreation, movement of goods and clean air. The RTP must address these needs by improving choices for how people travel within the region, while seeking a balance between accessibility, system cost, strategic timing and prioritization of improvements and environmental impacts.

## **Public Involvement**

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



planning, and in an effort to reach traditionally underserved portions of the population. The public involvement policy was adopted in July 1995.

The public involvement program for the RTP update is tied to the Regional Framework Plan public involvement process, and includes a widely distributed newsletter, periodic workshops, open houses, public meetings and statistical research using focus groups and surveys.

The 21-member RTP Citizen Advisory Committee (CAC) was appointed to a two-year term in April 1995 and provides an ongoing, in-depth public dialogue on all aspects of the RTP update process. Members of the CAC were selected as delegates for specific constituencies, representing various citizen, demographic, business and special interest perspectives.

### ***Accessibility and Mobility***

Accessibility is the ability to reach a given destination, and is measured in terms of travel costs in both time and money to a given destination. The more places that can be reached for a given cost, the greater the accessibility. Of equal importance is the range and quality of travel choices to a given destination. Therefore, the relative level of accessibility within the region is governed by both land use patterns and the number of travel alternatives provided in the regional transportation system.

In contrast, mobility is defined as the ability to move people and goods. Mobility improves when the transportation network is refined or expanded to improve capacity, thus allowing people and goods to move more quickly toward a particular destination.

Access to services and markets throughout the urban metropolitan area and maintaining adequate levels of mobility on key components of the regional system are principal objectives of the transportation plan and central to successful implementation of the 2040 Growth Concept. Residents of the region must have reasonable access to jobs, affordable housing, shopping, personal services and recreation. Commerce in the region depends on both access to statewide, interstate and international travel networks, and general mobility on the regional transportation system. The region's quality of life and economy would suffer if we do not meet these accessibility and mobility objectives.

### ***System Cost***

A cost-effective transportation system will provide adequate levels of accessibility and mobility while minimizing the need for public investment. The RTP emphasizes preservation and efficient use of existing facilities as the best approach to providing an adequate transportation system. Therefore, the cost-effectiveness of the transportation system as a whole is dependent on solutions that provide adequate capacity and connectivity at the lowest total cost.

### ***Timing and Prioritization of System Improvements***

The 2040 Growth Concept has established a broad regional vision that will guide all future comprehensive planning at the local and regional levels, including development of the Regional Transportation Plan. The growth concept contains a series of land use building blocks that establish basic design types for the region. Of these, the central city, regional center and industrial area/intermodal facility components are most critical in terms of their regional significance and role in implementing the other components of the growth concept.

Because the 2040 Growth Concept is a 50-year plan, many areas envisioned as important centers of urban activity, including several regional centers, station communities and main streets, are currently underdeveloped. Substantial public and private investment will be needed in these areas over the long-term to realize the 2040 Growth Concept vision. These areas provide the best opportunity for public policy to shape new development, and are, therefore, the best candidates for more immediate transportation system improvements.

During the past several years, the region has experienced unprecedented growth -- a trend that is predicted to continue in the 2015 regional forecast. Subsequently, a significant amount of urbanization is likely to occur while local jurisdictions are in the process of adopting local ordinances that implement the 2040 Growth Concept. Therefore, the phasing of RTP projects and programs will reflect this period of transition, with project identification and selection increasingly tied to implementation of the growth concept.

The RTP includes three implementation scenarios based on varying financial assumptions. The "preferred" system (Chapter 5) includes an optimal package of regional transportation projects and programs that best addresses the region's needs over the 20-year plan period. The "constrained" system (Chapter 7) is limited to those improvements to the regional transportation system that can be made by projecting existing revenue sources for the plan period, and does not adequately meet the region's 20-year needs. The "strategic" system (Chapter 8) includes a mix of regional projects and programs from both the preferred and financially constrained systems. The strategic system represents the minimum set of actions needed to adequately serve the region's 20-year transportation needs, and thus establishes a target for additional funding.

### ***Environmental, Economic & Social Impacts***

Transportation systems have a significant effect on the physical and socioeconomic characteristics of the areas they serve. As such, transportation planning must consider larger regional and community goals and values, such as protection of the environment, the regional economy and the quality of life that area residents presently enjoy.

The RTP measures economic and quality of life impacts of the proposed system by evaluating key indicators, such as job and retail service accessibility, economic benefits to the business community and transportation for the traditionally underserved, including low income and minority households and the disabled. Other key system indicators include travel speeds, congestion, energy costs, protection of natural resources and air quality impacts. RTP objectives

are sometimes in conflict, so each transportation project or program must be evaluated in terms of relative tradeoffs, and how it best achieves an overall balance between those conflicting goals.

## **C. Urban Form And Land Use**

### **Regional Urban Growth Goals and Objectives**

The Regional Urban Growth Goals and Objectives (RUGGOs) were adopted in 1991 in response to direction by the Oregon Legislature to develop regional land use goals and objectives that would replace those adopted by the Columbia Region Association of Governments. The RUGGOs establish a process for coordinating planning in the metropolitan area in an effort to preserve regional livability. The RUGGOs also provide a policy framework for guiding Metro's regional planning program, including development of functional plans and management of the region's urban growth boundary.

In 1992, the region's voters approved a charter for Metro that formally gave responsibility for regional land use planning to the agency, and requires adoption of a Regional Framework Plan that integrates land use, transportation and other regional planning mandates. In late 1995, the Metro Council adopted the 2040 Growth Concept, a document that serves as the first step in developing the framework plan. Like the RUGGOs, the growth concept is not a final plan for the region, but rather, is a starting point for developing the Regional Framework Plan, which will be a more focused vision for the future growth and development of this region. The growth concept includes a series of regional measures intended to accelerate both development of the framework plan elements and local implementation of growth concept principles. The 1996 Regional Transportation Plan serves as a functional plan and will be the transportation element of the Regional Framework Plan.

While the 2040 Growth Concept is primarily a land use framework, success of the concept, in large part, hinges on regional transportation policy. The following are the 2040 Growth Concept land use components and a description of their associated transportation elements. The land use components are grouped according to their relative significance in the region:

#### ***Primary Components***

The central city, regional centers, industrial areas and intermodal facilities are centerpieces of the 2040 Growth Concept, and form the geographic framework for more locally oriented components of the plan. Thus, implementation of the overall growth concept is largely dependent on the success of these primary components. For this reason, these components are the focus of 2040 Growth Concept implementation policies and infrastructure investments.

- **Central City and Regional Centers**

Portland's central city already forms the hub of the regional economy. Regional centers in suburban locales such as Gresham, Beaverton and Hillsboro are envisioned in the 2040 Growth Concept as complementary centers of regional economic activity. These areas have

the region's highest development densities, the most diverse mix of land uses and the greatest concentration of commerce, offices and cultural amenities. They are the most accessible areas in the region by both auto and transit, and have very pedestrian-oriented streets.

In the 2040 Growth Concept, the central city is highly accessible by a high-quality transit system, multi-modal street network and a regional freeway system of through-routes. Light rail lines radiate from the central city, connecting to each regional center. The street system within the central city is designed to encourage transit, bicycle and pedestrian travel, but also accommodate auto and freight movement. Of special importance are the bridges that connect the east and west sides of the central city, and serve as critical links in the regional transportation system.

Regional centers also feature a high-quality radial transit system serving their individual trade areas and connecting to other centers, as well as light rail connections to the central city. In addition, a fully improved network of multi-modal streets tie regional centers to surrounding neighborhoods and nearby town centers, while regional through-routes will be designed to connect regional centers with one another and points outside the region. The street design within regional centers encourages transit, bicycle and pedestrian travel while also accommodating automobile and freight movement.

- **Industrial Areas and Intermodal Facilities**

Industrial areas serve as "sanctuaries" for long-term industrial activity. These areas are primarily served by a network of major street connections to both the regional freeway system and intermodal facilities. Many industrial areas are also served by freight rail, and have good access to intermodal facilities. Freight intermodal facilities, including air and marine terminals, freight rail yards and common carrier truck terminals are an area of regional concern. Access to these areas is centered on rail, the regional freeway system, transit, bikeways and key roadway connections. While industrial activities often benefit from roadway improvements largely aimed at auto travel, there are roadway needs unique to freight movement that are critical to the continued vitality of industrial areas and intermodal facilities.

### ***Secondary Components***

While more locally oriented than the primary components of the 2040 Growth Concept, town centers, station communities, main streets and corridors are significant centers of urban activity. Because of their density and pedestrian-oriented design, they play a key role in promoting transit, bicycling and walking as viable travel alternatives to the automobile, as well as conveniently close services for surrounding neighborhoods. As such, these secondary components are an important part of the region's strategy for achieving state goals for reducing per-capita automobile travel.

- **Station Communities**

Station communities are located along light rail corridors and feature a high-quality pedestrian and bicycle environment. These communities are designed around the

transportation system to best benefit from the public infrastructure. While they include some local services and employment, they are mostly residential developments that are oriented toward the central city, regional centers and other areas that can be accessed by rail for most services and employment.

- **Town Centers and Main Streets**

Town Centers function as local activity areas that provide close access to a full range of local retail and service offerings within a few miles of most residents. While town centers will not compete with regional centers in scale or economic diversity, they will offer some specialty attractions of regional interest. Though the character of these centers varies greatly, each will function as strong business and civic communities with excellent multi-modal arterial street access and high quality transit service with strong connections to regional centers and other major destinations. Main streets feature mixed-use, storefront style development that serve the same urban function as town centers, but are located in a linear pattern along a limited number of bus corridors. Main streets feature street designs that emphasize pedestrian, transit and bicycle travel.

- **Corridors**

Corridors will not be as intensively planned as station communities, but similarly emphasize a high-quality bicycle and pedestrian environment and convenient access to transit. Transportation improvements in corridors will focus on nodes of activity -- often at major street intersections -- where transit and pedestrian improvements are especially important. Corridors can include auto-oriented land uses between nodes of activity, but such uses are carefully planned to preserve the pedestrian orientation and scale of the overall corridor design.

### *Other Urban Components*

Some components of the 2040 Growth Concept are primarily of local significance, including employment centers and neighborhoods. Urban activities in these areas often impact the regional transportation system, but are best addressed through the local planning process.

- **Employment Centers**

Employment centers allow mixed commercial and industrial uses, including some residential development. These areas are primarily served by a network of arterial connections to both the regional freeway system and intermodal facilities. Some employment centers are also served by freight rail. Employment centers are often located near industrial areas, and thus may benefit from freight improvements primarily directed toward industrial areas and intermodal facilities.

- **Neighborhoods**

In recent decades, the newest neighborhoods have become the most congested, largely due to a lack of street connections. A lack of street connections discourages walking and bicycling for local trips in these areas, and forces local auto trips onto the regional multi-modal arterial network. The 2040 Growth Concept envisions master street plans in all areas to increase the number of local street connections to the regional roadway network. However,

new connections must be designed to discourage through-travel on local neighborhood streets.

### ***Exurban Components***

- **Urban Reserves**

These reserves, which are currently located outside the UGB, are relatively undeveloped, with limited transportation facilities. Urban reserves are intended to accommodate future growth and will eventually require multi-modal access to the rest of the region. Because they may be added to the urban area during the 20-year RTP planning period, they are included in the RTP functional classification scheme (Chapter 4). General street and transit planning is completed prior to urbanization as part of the RTP process, and based on specific 2040 Growth Concept land use policies for these areas. Once urban reserves are brought within the UGB, more detailed transportation system planning at the regional and local level occurs in conjunction with detailed land use planning.

- **Rural Reserves**

These largely undeveloped reserves are also located outside the UGB, and have very limited transportation facilities. Roadways in these areas are intended to serve rural industry, and urban travel on these routes is accommodated with designs that are sensitive to their basic rural function. Rural reserves will be protected from urbanization for the foreseeable future through county zoning ordinances, intergovernmental agreements and by limiting rural access to urban through-routes.

- **Neighboring Cities and Green Corridors**

Neighboring cities are separated from the main urban area by rural reserves, but are connected to regional centers within the metropolitan area by limited-access green corridor transportation routes. Green corridor routes will include bicycle and transit service to neighboring cities. Neighboring cities will be encouraged, through intergovernmental agreements, to balance jobs and households in order to limit travel demand on these connectors. The region also has an interest in maintaining reasonable levels of through-travel on major routes that pass through neighbor cities and function as freight corridors. Growth of neighboring cities will ultimately affect through-travel and could create a need for bypass routes. Such impacts will also be addressed through coordination with county and state agencies, as well as individual neighboring cities.

## **D. Transportation System Design**

### **Systemwide Goals and Objectives**

The overall goal of the RTP is to develop a safe and cost-effective transportation system that serves the region's future travel needs and implements the 2040 Growth Concept while also recognizing the financial constraints and environmental impacts associated with that system. The remainder of this section: (1) presents the systemwide goals and objectives of this Plan; (2) defines adequate accessibility, mobility and safety and the types of fiscal and

environmental constraints that must be addressed; and (3) details the criteria against which the performance of the system will be measured.

**System Goal 1 - Implement a transportation system that serves the region's future travel needs and implements the 2040 Growth Concept.**

1. **Objective:** Provide the highest levels of access by multiple modes to, between and within the central city, regional centers, intermodal facilities and industrial areas.
2. **Objective:** Provide high levels of access by multiple modes to, between and within station communities, town centers, main streets and corridors.
3. **Objective:** Provide access by multiple modes to, between and within areas in the region not identified above.
4. **Objective:** Provide adequate levels of mobility for people and goods within the region.

**System Goal 2 - Provide a cost-effective transportation system.**

1. **Objective:** Maintain and preserve the existing transportation infrastructure.
2. **Objective:** Improve the efficiency of the existing transportation system.
3. **Objective:** Consider a full range of costs and benefits in the allocation of transportation funds.

**System Goal 3 - Protect the region's livability.**

1. **Objective:** Enhance livability with all regional transportation projects and programs.
2. **Objective:** Give priority to transportation projects and programs that best enhance livability.

**System Goal 4 - Protect the region's natural environment.**

1. **Objective:** Meet applicable standards for air and water quality.
2. **Objective:** Minimize the environmental impacts associated with transportation project construction and maintenance activities.
3. **Objective:** Promote alternative modes that help to meet air quality standards.

**System Goal 5 - Improve the safety of the transportation system.**

1. **Objective:** Promote safety in the design and operation of the transportation system.

2. **Objective:** Minimize conflicts between modes, particularly between motor vehicles, pedestrians and bicycles.
3. **Objective:** Develop and implement regional safety and education programs.

## **Regional Street System**

In 1991, sweeping changes at the federal, state and regional levels changed the scope of transportation planning. While additional public investments in the regional street system are needed to provide the region with an adequate level of mobility and accessibility, the federal ISTEA has dramatically altered the funding priorities for projects that include federal support. Meanwhile, the state transportation planning rule (TPR) emphasizes the need to promote travel alternatives to the automobile, and sets aggressive goals for reducing per capita automobile travel. At the regional level, the Metro charter directs the agency to complete the Regional Framework Plan (RFP), a broad comprehensive plan that will set regional land use and transportation policy.

The federal ISTEA specifies a planning process that discourages projects that primarily benefit single occupancy vehicle (SOV) travel, and calls for consideration of alternative modes in all transportation planning decisions. In particular, funding for projects that primarily benefit SOV auto travel on the roadway system may be limited, while projects that benefit bicycle, pedestrian, transit and freight travel are more likely to be funded.

The TPR focuses on the link between land use and transportation, and requires the region to consider land use policies when developing transportation plans. At the local level, cities and counties are required to revise development standards to promote transit, pedestrian and bicycle travel, orient new buildings toward major transit stops and local street designs that require less right-of-way width and improve pedestrian circulation. Under the TPR, local transportation plans must also include policies that promote completion of local street networks.

The Regional Framework Plan will echo many of these issues, and provide a land use and transportation context for local comprehensive plans. The policies and key system elements of the RTP will serve as the transportation component of the Regional Framework Plan. The regional urban growth goals and objectives (RUGGOs), adopted by the region in 1991, will guide development of the framework plan.

Together, these requirements have elevated the importance of street designs in regional planning. This section addresses these mandates with street design concepts intended to mix land use and transportation planning in a manner that supports individual 2040 Growth Concept land use components. These design concepts reflect the fact that streets perform many, often conflicting functions, and the need to reconcile conflicts among travel modes. The design classifications will work in tandem with the modal system maps shown in Chapter 4 of this plan.



## ***Regional Street Design Goals and Objectives***

### **Goal 1 - Provide regional street design concepts to guide local implementation of the 2040 Growth Concept.**

- 1. Objective:** Develop a system of regional street design concepts that fully integrate automobile, transit, pedestrian, bicycle and freight needs as they relate to 2040 Growth Concept land use components.
- 2. Objective:** Develop and maintain a regional street design map in Chapter 4 of this plan that identifies appropriate street design classifications for facilities of regional significance. This map shall:
  - respond to regional land use needs presented by the 2040 Growth Concept;
  - be consistent with the regional motor vehicle, transit, freight, bicycle and pedestrian system maps in Chapter 4 of this plan; and
  - be developed with parcel-specific design designations.
- 3. Objective:** Develop standards for appropriate transition areas between street design types.

### **Goal 2 - Develop street performance standards for implementation of regional street design concepts in local transportation system plans (TSPs).**

- 1. Objective:** Provide model street designs as a resource for local TSP development.
- 2. Objective:** Develop RTP street design guidelines to support local TSP development.
- 3. Objective:** Develop RTP street design standards where regional design interests warrants consistency among local design standards.
- 4. Objective:** Consider right-of-way, environmental and topographic constraints, while satisfying the general intent of the regional street design concepts.

### **Goal 3 - Manage the regional street system to achieve the access and mobility needs of the 2040 land use components.**

- 1. Objective:** Provide for through travel on major routes that connect major regional destinations and emphasize efficient travel speeds.
- 2. Objective:** Provide access from local areas to adjacent regional or community-scale activity centers.

## *Regional Street Design Concepts*

The regional street design concepts are intended to serve multiple modes of travel in a manner that supports the specific needs of the 2040 land use components. The street design concepts fall into five broad classifications:

- *Throughways* that emphasize motor vehicle travel and connect major activity centers;
- *Boulevards* that serve major centers of urban activity and emphasize transit and pedestrian travel while balancing the many travel demands of intensely developed areas;
- *Streets* that serve transit corridors, main streets and neighborhoods with designs that integrate many modes of travel and provide easy pedestrian and transit travel;
- *Roads* that are traffic oriented; with designs that integrate all modes but primarily serve motor vehicles; and
- *Local streets* that complement the regional system by serving neighborhoods and carrying local traffic.

These design concepts apply to the regional system as it relates to specific 2040 Growth Concept land use components. The following is a detailed description of the purpose and design emphasis of each design type:

### *Throughways*

The purpose of these facilities is to connect major activity centers within the region, including the central city, regional centers, industrial areas and intermodal facilities to one another and to points outside the region. Throughways are divided into limited access Freeway designs where all intersections have separated grades, and Highways that include a mix of separate and at-grade intersections.

Both Freeways and Highways are designed to provide high speed travel for longer motor vehicle trips throughout the region, are primary freight routes and serve all 2040 Growth Concept land use components. In addition to facility designs that promote mobility, Throughways may also benefit from access management and Advanced Traffic Management System (ATMS) techniques. These facilities may carry transit through-service, with supporting amenities limited to transit stations. These facilities may also incorporate transit-priority design treatment where appropriate, and may incorporate light rail or other high-capacity transit.

### *Freeways*

Freeways usually consist of four to six vehicle travel lanes, with additional lanes in some situations. They are completely divided, with no left turn lanes. Freeway designs have

few street connections, and they always occur at separated grades with access controlled by ramps. There is no driveway access to Freeways or buildings oriented toward these facilities, and only emergency parking is allowed. Freeway designs do not include pedestrian amenities, with the exception of improved crossings on overpasses and access ramps. Bikeways designed in conjunction with Freeway improvements usually follow parallel routes.

### *Highways*

Highways usually consist of four to six vehicle travel lanes, with additional lanes in some situations. Highway designs have few street connections, and they may occur at same-grade or on separate grades. Highways are usually divided with a median, but also have left turn lanes where at-grade intersections exist. There are few driveways on Highways, and buildings are not oriented toward these facilities. On-street parking is usually prohibited in Highway designs, but may exist in some locations. Highway designs include striped bikeways and sidewalks with optional buffering. Improved pedestrian crossings are located on overpasses and at same-grade intersections.

### *Boulevards*

Boulevards are designed with special amenities that promote pedestrian and transit travel in the districts they serve. Boulevards serve the multi-modal needs of the region's most intensely developed activity centers, including the central city, regional centers, station communities, town centers and some main streets. As such, these facilities may benefit from access management, traffic calming and ATMS techniques that reinforce pedestrian and transit travel. Boulevards are divided into regional and community scale designs.

### *Regional Boulevards*

Regional Boulevards mix a significant amount of motor vehicle traffic with transit, bicycle and pedestrian travel where dense development is oriented toward the street. These designs feature low to moderate vehicle speeds and usually include four vehicle lanes. Additional lanes or one-way couplets may be included in some situations. Regional Boulevards have many street connections and some driveways, although combined driveways are preferable. These facilities may include on-street parking when possible. The center median serves as a pedestrian refuge and allows for left turn movements at intersections.

Regional Boulevards are designed to be transit-oriented, with high-quality service and substantial transit amenities at stops and station areas. Pedestrian improvements are substantial on boulevards, including broad sidewalks, pedestrian buffering, special street lighting and crossings at all intersections with special crossing amenities at major intersections. These facilities have striped or shared bikeways. They also serve as primary freight routes, and often include loading facilities within the street design.

### *Community Boulevards*

Community Boulevards mix motor vehicle traffic with transit, bicycle and pedestrian travel where dense development is oriented toward the street. These facilities are designed for low motor vehicle speeds and usually include four vehicle lanes and on-street parking. Fewer vehicle lanes may be appropriate in some situations, particularly when necessary to provide on-street parking. Community Boulevards have many street connections and some driveways, although combined driveways are preferable. Where appropriate, center medians offer a pedestrian refuge and allow for left turn movements at intersections.

Community Boulevards are designed to be transit-oriented, with high quality service that is supported by substantial transit amenities at stops and station areas. Pedestrian improvements are also substantial, including broad sidewalks, pedestrian buffering, special street lighting and crossings at all intersections with special crossing amenities at major intersections. Community Boulevards have striped or shared bikeways and some on-street parking. These facilities also serve as secondary freight routes, and may include loading facilities within the street design.

### *Streets*

Streets are designed with amenities that promote pedestrian and transit travel in the districts they serve, particularly where development densities warrant special transit and pedestrian design considerations. Streets serve the multi-modal needs of the region's corridors, neighborhoods and some main streets. As such, these facilities may benefit from access management, traffic calming and ATMS techniques that enhance pedestrian and transit travel, while providing appropriate motor vehicle mobility. Streets are divided into regional and community scale designs.

### *Regional Streets*

Regional Streets are designed to carry significant vehicle traffic while also providing for transit, bicycle and pedestrian travel. These facilities serve a development pattern that ranges from low density residential neighborhoods to more densely developed corridors and main streets, where buildings are often oriented toward the street at major intersections and transit stops. Regional Street designs accommodate moderate motor vehicle speeds and usually include four vehicle lanes. Additional motor vehicle lanes may be appropriate in some situations. These facilities have some to many street connections, depending on the district they are serving. Regional Streets have few driveways that are combined whenever possible. On-street parking may be included, and a center median serves as a pedestrian refuge and allows for left turn movements at intersections.

These facilities are designed to be transit-oriented, with high-quality service and substantial transit amenities at stops and station areas. Although less substantial than in Boulevard designs, pedestrian improvements are important along Regional Streets, including sidewalks that are buffered from motor vehicle travel, crossings at all

intersections and special crossing amenities at major intersections. Regional Streets have striped or shared bikeways. They also serve as primary freight routes, and may include loading facilities within the street design, where appropriate.

### *Community Streets*

Community Streets are designed to carry vehicle traffic while providing for transit, bicycle and pedestrian travel. These facilities serve low density residential neighborhoods as well as more densely developed corridors and main streets, where buildings are often oriented toward the street at main intersections and transit stops. Regional Street designs allow for moderate motor vehicle speeds and usually include four motor vehicle lanes and on-street parking. However, fewer travel lanes may be appropriate when necessary to provide for on-street parking. These facilities have some to many street connections, depending on the 2040 Growth Concept land-use components they serve. Community Streets have few driveways that are shared when possible. A center median serves as a pedestrian refuge and allows for left turn movements at intersections.

Community Streets are transit-oriented in design, with transit amenities at stops and station areas. Although less substantial than in Boulevard designs, pedestrian improvements are important on Community Streets, including sidewalks that are buffered from motor vehicle travel, crossings at all intersections and special crossing features at major intersections. Community Streets have striped or shared bikeways. These facilities also serve as secondary freight routes, and may include loading facilities within the street design, where appropriate.

### *Roads*

Roads are traffic-oriented designs that provide motor vehicle mobility to the 2040 Growth Concept land use components they serve and accommodate a minimal amount of pedestrian and transit travel. These facilities may benefit from access management and ATMS techniques. Roads serve the travel needs of the region's low density industrial and employment areas as well as rural areas located outside the urban growth boundary (UGB). Roads are, therefore, divided into urban and rural designs.

### *Urban Roads*

These facilities are designed to carry significant motor vehicle traffic while providing for some transit, bicycle and pedestrian travel. Urban Roads serve industrial areas, intermodal facilities and employment centers where buildings are rarely oriented toward the street. These facilities also serve new urban areas (UGB additions) where plans for urban land use and infrastructure are not complete. Urban Roads are designed to accommodate moderate vehicle speeds and usually include four motor vehicle lanes, although additional lanes may be appropriate in some situations. These designs have some street connections, but few driveways. Urban Roads rarely include on-street parking, and a center median primarily serves to optimize motor vehicle travel and to allow for left turn movements at intersections.

Urban Roads serve as important freight routes, and often include special design treatments to improve freight mobility. These facilities are designed for transit through-service, with limited amenities at transit stops. Sidewalks are included in Urban Road designs, although buffering is optional. Pedestrian crossings are included at intersections. Urban Roads have striped bikeways.

#### *Rural Roads*

Rural Roads are designed to carry rural traffic while accommodating limited transit, bicycle and pedestrian travel. These facilities serve urban reserves, rural reserves and green corridors, where development is widely scattered and usually located away from the road. These facilities are designed to allow moderate motor vehicle speeds and usually consist of two to four motor vehicle lanes, with additional lanes appropriate in some situations. Rural Roads have some street connections and few driveways. On-street parking occurs on an unimproved shoulder, and is usually discouraged. These facilities may include center turn lanes, where appropriate.

Rural Roads serve as important freight routes and often provide important farm-to-market connections. Special design treatments to improve freight mobility are therefore important in these designs. Rural Roads rarely serve transit, but may include limited amenities at rural transit stops where transit service does exist. Bicycles and pedestrians share a common striped shoulder on these facilities, and improved pedestrian crossings occur only in unique situations (such as rural schools or commercial districts).

#### **Local Street Design**

Local streets serve the immediate travel needs of the region at the neighborhood level. These facilities are multi-modal, and are designed to serve most short automobile, bicycle and pedestrian trips. They generally do not carry freight in residential areas, but are important to freight movement in industrial and commercial areas. Local streets may serve as transit routes in some situations. Local street designs include many connections with other streets, and bicycle and pedestrian connections where topography or development patterns prevent full street extensions.

The design of local street systems is generally beyond the scope of the RTP. However, the aggregate effect of local street design impacts the effectiveness of the regional transportation system when local travel is restricted by a lack of connecting routes, and local trips are forced onto regional facilities. The following connectivity principles should guide future development of local street designs:

- Planning jurisdictions should create local street system plans or performance standards to ensure connections that meet regional connectivity goals. Local streets include all facilities not identified on the regional design map in Chapter 4 of this plan;

- Local street system plans should anticipate opportunities to incrementally extend and connect local streets over time in primarily developed areas, and local design codes should encourage these connections as part of the development review process;
- Local street design codes should allow street systems to serve a mix of development types within a continuous street pattern;
- Local street designs should encourage pedestrian travel by ensuring that the shortest, most direct routes are provided to nearby existing or planned commercial services, schools, parks and other neighborhood destinations;
- Local street design and zoning ordinances should ensure that neighborhood residents have access to existing or planned commercial services that provide for daily or weekly needs, including groceries, pharmacies and gas stations, without using Throughways, Regional Boulevards, Regional Streets or Urban Roads;
- Where appropriate, local design codes should allow narrow street designs to conserve land, calm traffic or promote connectivity; and
- Closed street systems and cul-de-sac designs should be limited to situations where topography or development patterns prevent full street extensions.

### **Regional Street System Management**

Identifying land use priorities and serving the associated transportation needs is the first step of the transportation planning process. Once appropriate transportation systems are defined (e.g., freeways, transit, freight, etc.) and as additions to existing systems are built, the next critical step is to define the best ways of operating the facilities and systems. The following RTP goals and policies establish the region's heightened commitment to Transportation System Management (TSM). TSM addresses travel demand by managing existing transportation facilities rather than by building new roadways. TSM can relieve congestion, improve the safety and efficiency of transportation facilities during all times of day, and benefit all users of the regional system. Appropriate TSM techniques will be used to achieve specific goals of the regional street design concepts described in this section. There are four broad categories of TSM:

#### ***Facility Design***

Facility design techniques address roadway safety and operations with minor roadway reconstruction. Projects might include re-striping travel lane widths, realigning roadways to enhance sight distances and geometry at intersection approaches, channeling of turning movements (e.g., stripping or roadway widening to provide left turn pockets, right turn lanes, bus pullouts, etc.), improved signage of cross streets and activity centers and signalization control and phasing adjustment.

### *Access Management*

Access management techniques reduce opportunities for conflict between through-movements and vehicles turning off and onto the roadway. They also reduce conflict between motor vehicles, pedestrians and bicycles. Examples include closing and/or consolidating commercial driveways, minimizing connection of local streets to regionally significant arterials and selectively prohibiting left turn and "U-turn" movements at and between intersections.

### *Traffic Calming*

Traditionally, traffic calming techniques have been applied to existing neighborhood streets and collectors to protect them from *intrusion of through-traffic* seeking to avoid congested major facilities during peak periods and high-speed traffic at all hours. These "retrofit" techniques include speed bumps, traffic-rounds and traffic barriers and are rarely appropriate for use on larger regional facilities. They are, however, critical design elements that address secondary local effects of the regional system and operational policies promoted in the RTP.

Another class of calming techniques is defined in the RTP and are embedded in the design of streetscapes serving pedestrian-oriented land uses. These include narrowed travel lanes, wider sidewalks, curb-corner extensions, planted median strips and other features designed to unobtrusively reduce motor vehicle speeds and buffer pedestrians from the myriad effects of adjacent motor vehicle movements.

### *Advanced Traffic Management System (ATMS)*

ATMS refers to proven traffic management techniques that use computer processing and communications technologies to optimize performance of multi-modal roadway and transit systems. A mature ATMS will integrate freeway, arterial and transit management systems. A blueprint of the region's planned ATMS system is described in the ODOT/FHWA sponsored Portland-area ATMS Plan published in 1993. The ATMS Plan recognizes the inter-relationships between high-speed, limited access through-routes and the parallel system of regional and local minor arterials and collectors. ATMS provides techniques and management systems to facilitate region-wide auto, truck and transit vehicle mobility (i.e., ATMS prioritizes longer trips on freeway and arterial through-routes). ATMS systems also manage "short-trip" facilities that emphasize access to commercial/residential uses. Most important, the ATMS Plan emphasizes the importance of fully integrating through-route and local-system traffic management for optimum performance.

**Goal 1 - Use TSM techniques to optimize performance of the region's transportation systems.**

Selection of appropriate TSM techniques will be according to the regional street design concepts.

1. **Objective:** Implement an integrated, regional ATMS program addressing:



- Freeway Management (such as ramp meters and automated incident detection or rapid response)
  - Arterial Signal Coordination (such as comprehensive adjustment of signal timing to minimize stop-and-go travel, consistent with adjacent land use and which coordinates with freeway and interchange operations)
  - Transit Operation (such as expanded reliance on Tri-Met's computer-aided fleet location and dispatch system and its integration with freeway and arterial management systems, with special emphasis on relaying incident detection data to allow rerouting of buses)
  - Multi-Modal Traveler Information Services
2. **Objective:** Develop access management plans for urban areas that are consistent with regional street design concepts. For rural areas, access management should be consistent with Rural Reserve and Green Corridor land use objectives.
  3. **Objective:** Integrate traffic calming elements into new street designs consistent with regional street design concepts, and as a method to optimize regional street system operation without creating excessive local travel on the regional system.
  4. **Objective:** Continue to restripe and/or fund minor reconstruction of existing transportation facilities consistent with regional street design concepts.

### **Regional Street System Implementation**

While the primary mission of the RTP is implementation of the 2040 Growth Concept, the plan must also address other important transportation issues that may not directly assist in implementing the growth concept. The plan must also protect the region's existing investments by placing a high priority on projects or programs that maintain or preserve infrastructure. The following goals and objectives reflect this need to integrate 2040 Growth Concept objectives with other important transportation needs or deficiencies in the development of the preferred, financially constrained and strategic RTP systems contained in Chapters 5, 7 and 8:

#### **Goal 1 - Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs.**

1. **Objective:** Place the highest priority on projects and programs that best serve the transportation needs of the central city, regional centers, intermodal facilities and industrial areas.
2. **Objective:** Place a high priority on projects and programs that best serve the transportation needs of station communities, town centers, main streets and corridors.

3. **Objective:** Place less priority on transportation projects and programs that serve the remaining components of the 2040 Growth Concept.

**Goal 2 - Emphasize the maintenance and preservation of transportation infrastructure in the selection of the RTP projects and programs.**

**Goal 3 - Anticipate and address system deficiencies that threaten the safety of the traveling public in the implementation of the RTP.**

1. **Objective:** Place the highest priority on projects and programs that address safety-related deficiencies in the region's transportation infrastructure.
2. **Objective:** Place less priority on projects and programs that address other deficiencies in the region's transportation infrastructure.

#### **Regional Street System Performance**

*At their May 7, 1996 meeting, the CAC will consider expanding the following section to include a more detailed discussion of performance measures for congestion, reflecting work underway in Phase I of the Regional Framework Plan.*

Implementation of the 2040 Growth Concept requires a departure from past transportation planning practice. Concentrating development in high-density activity centers, including the central city and regional centers will result in greater use of alternative travel modes, but may produce levels of congestion that signal positive urban development for these areas.

Conversely, the continued economic vitality of industrial areas and intermodal facilities largely depends on preserving or improving access to these areas and maintaining reasonable levels of mobility on the region's thoroughways. Therefore, regional congestion standards and other regional system performance measures are tailored to reinforce the specific development needs of the individual 2040 Growth Concept land use components.

#### **Regional Motor Vehicle System**

The motor vehicle system provides access to the central city, regional centers, industrial areas and intermodal facilities, with an emphasis on mobility between these destinations. Traditionally, the automobile has been the dominant form of passenger travel, and much of the region's roadway system has been designed to accommodate growing automobile demands. However, the motor vehicle system also plays an important role in the movement of freight, providing the backbone for commerce in the region. The motor vehicle system also serves the bus element of the regional transit system (which carries the largest share of transit riders).

Although focused on motor vehicle travel, the system described in this section is multi-modal, with design criteria intended to serve motor vehicle mobility needs, while reinforcing

the urban form of the 2040 Growth Concept. While the motor vehicle system usually serves bicycle and pedestrian travel, the system is designed to limit impacts of motor vehicles on pedestrian and transit-oriented districts.

#### *Motor Vehicle System Goals and Objectives*

**Goal 1: Provide a regional motor vehicle system of arterials and collectors that connect the central city, regional centers, industrial areas, intermodal facilities and other regional destinations, and provide regional mobility.**

1. **Objective:** Maintain a system of principal arterials for long distance, high speed, interstate, inter-region and intra-region travel.
2. **Objective:** Maintain an appropriate level of mobility on the motor vehicle system during periods of peak demand.
3. **Objective:** Maintain an appropriate level of mobility on the motor vehicle system during off-peak periods of demand.

#### **Motor Vehicle Classification System**

The motor vehicle system includes principal arterials, major arterials and minor arterials and collectors of regional significance. These routes are designated on the motor vehicle system map in Chapter 4. Local comprehensive plans also include additional minor arterials, collectors and local streets. The following are the regional functional classification categories:

**Principal Arterials :** These facilities form the backbone of the motor vehicle network. Motor vehicle trips entering and leaving the urban area follow these routes, as well as those destined for the central city, regional centers, industrial areas or intermodal facilities. These routes also form the primary connection between neighbor cities and the urban area. Principal arterials serve as major freight routes, with an emphasis on mobility. These routes fall within regional freeway, highway and road design types.

#### *Principal Arterial System Design Criteria:*

- Principal arterials should provide an integrated system that is continuous throughout the urbanized area and also provide for statewide continuity of the rural arterial system.
- The principal arterial system should serve the central city, regional centers, industrial areas and intermodal facilities, and should connect key freight routes within the region to points outside the region.
- A principal arterial should provide direct service: (1) from each entry point to each exit point or (2) from each entry point to the central city. If more than one route is

available, the most direct route will be designated as the principal arterial when it supports the planned urban form.

- Principal arterial routes outside the Urban Growth Boundary should be treated as "Green Corridors," with very limited access and intergovernmental agreements designed to protect rural areas from the effects of urban through-travel.

**Major Arterials:** These facilities serve as primary links to the principal arterial system. Major arterials, in combination with principal arterials, are intended to provide general mobility for travel within the region. Motor vehicle trips between the central city, regional centers, industrial areas and intermodal facilities should occur on these routes. Major arterials serve as freight routes, with an emphasis on mobility. These routes fall within regional boulevard, regional street, urban road and rural road design types.

*Major Arterial System Design Criteria:*

- Major arterials should provide motor vehicle connections between the central city, regional centers, industrial areas and intermodal facilities and connect to the principal arterial system. If more than one route is available, the more direct route will be designated when it complements urban form.
- Major arterials should serve as primary connections to principal arterials, and also connect to other arterials, collectors and local streets, where appropriate.
- Freight movement should not be restricted on the principal arterial network.
- The principal and major arterial systems in total should comprise 5-10 percent of the motor vehicle system and carry 40-65 percent of the total vehicle miles traveled.\*

**Minor Arterials:** The minor arterial system complements and supports the principal and major arterial systems, but is primarily oriented toward motor vehicle travel at the community level connecting town centers, corridors, main streets and neighborhoods. As such, minor arterials usually serve shorter trips than principal and major arterials, and therefore must balance mobility and accessibility demands. Minor arterials serve as freight routes, providing both access and mobility. These routes fall within community boulevard, community street, urban road and rural road design types.

*Minor Arterial System Design Criteria:*

- Minor arterials generally connect town centers, corridors, main streets and neighborhoods to the nearby regional centers or other major destinations.
- Minor arterials should connect to major arterials, collectors, local streets and some principal arterials, where appropriate.

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\* These system percentages will be evaluated as part of the RTP system development phase to verify their appropriateness.

- The principal, major and minor arterial system should comprise 15-25 percent of the motor vehicle system and carry 65-80 percent of the total vehicle miles traveled.\*

**Collectors:** While some collectors are of regional significance, the collector system operates at the community level to provide local connections to the minor and major arterial systems. As such, collectors carry fewer motor vehicles than arterials, with reduced travel speeds. However, an adequate collector system is needed to serve these local motor vehicle travel needs. Collectors should serve as freight access routes, providing local connections to the arterial network. Collectors fall within the plan's local street design type.

*Collector System Design Criteria:*

- Collectors should connect neighborhoods to nearby centers, corridors, station areas, main streets and other nearby destinations.
- Collectors should connect to minor and major arterials and other collectors, as well as local streets.
- The collector system should comprise 5-10 percent of the motor vehicle system and carry 5-10 percent of the total vehicle miles traveled.\*

**Local Streets:** The local street system is used throughout the region to provide for local circulation and access. However, arterials in the region's newest neighborhoods are often the most congested due to a lack of local street connections. The lack of local street connections forces local auto trips onto the principal and major arterial network, resulting in significant congestion on many suburban arterials. These routes fall within the plan's local street design type.

*Local Street System Design Criteria:*

- Local streets should connect neighborhoods, provide local circulation and give access to adjacent centers, corridors, station areas and main streets.
- The local street system should be designed to serve local, low speed motor vehicle travel with closely interconnected local streets intersecting at no more than 660-foot intervals. Closed local street systems are appropriate only where topography, environmental or infill limitations exist. Local streets should connect to major and minor arterials and collectors at a density of 8-20 connections per mile.\*
- Direct freight access on the local street system should be discouraged, except where alternatives would create an unusual burden on freight movement.
- Local streets should comprise 65-80 percent of the motor vehicle system and carry 10-30 percent of the total vehicle miles traveled.

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\* These system percentages will be evaluated as part of the RTP system development phase to verify their appropriateness

## **Regional Public Transportation**

The regional public transportation system is a key component in providing access to the region's most important activity centers, and for 25 years has been the centerpiece to the region's strategies to improve air quality and reduce reliance on the automobile as a mode of travel. Since the construction of the transit mall in the early 1970s, peak-hour transit ridership to downtown Portland has grown to more than 40% of work trips. The system also has been expanded to include light rail transit.

In 1994, the region's residents overwhelmingly approved funds to extend light rail as part of the South/North transit project. Public transportation service is also prominent in Metro's 2040 Growth Concept, such that key elements of the concept, including regional centers, town centers, corridors, main streets and station communities, are strongly oriented toward existing and planned public transportation. The overarching goal of the public transportation system within the context of the 2040 Growth Concept is to provide an appropriate level of access to regional activities to everyone residing within the Urban Growth Boundary (UGB).

Transit service should be provided to serve the entire urban area, and the hierarchy of service types described in this section define what level of service is appropriate for specific areas. The public transportation section is divided into two parts. The first defines the regional public transportation system components that are the basis for implementing the 2040 Growth Concept. The second section provides specific goals and objectives for implementing the appropriate level and type of public transportation service for each 2040 Growth Concept land use designation.

### ***Regional Public transportation System Components***

The following public transportation system components establish a network that serves the needs of individual 2040 land use components. This system serves as the framework for consistency among plans of local jurisdictions and Tri-Met. Underlying this network of fast and frequent service is a secondary network of local bus, park-and-ride and demand responsive type service that provide local public transportation. Specific elements of the secondary network will be developed by Tri-Met and local jurisdictions. The following sections present a description of the modes that comprise the regional public transportation system (primary and secondary), the principal 2040 Growth Concept land uses (primary and secondary) served by each mode, and facility design guidelines to provide an appropriate operating environment and level of pedestrian and bicycle accessibility.

### **Primary Transit Network**

The Primary Transit Network (PTN) is a long range transit network designed to serve the growth patterns adopted in the 2040 Growth Concept. The PTN supports intensification of specific land uses identified in the growth concept by providing convenient transit access and improved transit service connectivity. The PTN consists of four major transit modes (e.g., Light

Rail Transit (LRT), Regional Rapid Bus, Frequent Bus and primary bus service) that operate at frequencies of 15 minutes or less all day. Specific modes of the PTN will target service to primary land use components of the 2040 Growth Concept including central city, regional centers, industrial areas and intermodal facilities (includes the Portland International Airport). Some secondary land-use components such as station communities, town centers, main streets and corridors will also be served by the PTN. Any transit trip between two points in the central city, regional centers, town centers, mainstreets, stations areas or corridors can be completed on the PTN. The functional and operational characteristics of the PTN's major transit modes are described below.

#### *Light Rail Transit*

Light rail transit (LRT) is a high speed, high-capacity service that operates on a fixed guideway within an exclusive right-of-way (to the extent possible) that connect the central city with regional centers. LRT also serves existing regional public attractions (such as the civic stadium, the convention center, and the Rose Garden) and station communities (a secondary land use component). LRT service runs at least every 10 minutes during the weekday and weekend midday base periods, operates at higher speed outside of the central city and makes very few stops. A high level of passenger amenities are provided at transit stations and station communities including schedule information, ticket machines, lighting, benches and bicycle parking. The speed and schedule reliability of LRT can be maintained by the provision of signal preemption at grade crossings and/or intersections. Other rail options include commuter rail along existing heavy rail lines, which may become economically feasible for serving specific destinations in the greater metropolitan region.

#### *Regional Rapid Bus*

Regional Rapid Bus provides high frequency, high speed service along major transit routes with limited stops. This service is a high-quality bus that emulates LRT service in speed, frequency and comfort. A high level of transit amenities are provided at major transit stops and at station communities. Regional Rapid Bus passenger amenities include schedule information, ticket machines, lighting, benches, covered bus shelters and bicycle parking.

#### *Frequent Bus*

Frequent Bus provides high frequency local service along major transit routes with frequent stops. This services include a high level of transit preferential treatments and passenger amenities along the route such as covered bus shelters, curb extensions, reserved bus lanes, lighting, median stations and/or signal preemption.

#### *Primary Bus*

Primary bus service is provided on most major urban streets. This type of bus service operates with maximum frequencies of 15 minutes with conventional stop spacing along the route. Transit preferential treatments and passenger amenities such as covered bus shelters, lighting, signal preemption and curb extensions are appropriate at high ridership locations.

## **Secondary Transit Network (STN)**

The secondary transit network is comprised of secondary bus, mini-bus, paratransit and park-and-ride service. Secondary service is focused more on accessibility, frequency of service along the route and coverage to a wide range of land use options rather than on speed between two points. Secondary transit is designed as an alternative to the single-occupant vehicle by providing frequent, reliable service. Secondary bus service generally is designed to serve travel with one trip end occurring within a secondary land use component.

### *Secondary Bus*

Secondary bus lines provide coverage and access to primary and secondary land use components. Secondary bus service runs as often as every 30 minutes on weekdays. Weekend service is provided as demand warrants.

### *Minibus*

These services provide coverage in lower density areas by providing transit connections to primary, and secondary land use components. Minibus services, which may range from fixed route to purely demand responsive including dial-a-ride, employer shuttles and bus pools, provide at least a 60 minute response time on weekdays. Weekend service is provided as demand warrants.

### *Paratransit*

Paratransit service is defined as non-fixed route service that serves special transit markets, including "ADA" service throughout the greater metro region.

### *Park-and-Ride*

Park-and-ride facilities provide convenient auto access to regional trunk route service for areas not directly served by public transportation. Bike and walk access as well as bike accommodations for parking and storage are considered in the siting process of new park-and-ride facilities. In addition, the need for a complementary relationship between park-and-ride facilities and regional and local land use goals exists and requires periodic evaluation over time for continued appropriateness.

## **Other Transit Options**

Other transit options may become economically feasible for serving certain destinations in the metropolitan areas. These include commuter rail along existing heavy rail lines, passenger rail connecting the region to other urban areas, and inter-city bus service that provide statewide access to the region's rail and air terminals.



## Regional Public Transportation System Goals and Objectives

Figure 1-1 on the following page provides a hierarchy of public transportation service for 2040 Growth Concept land use components. "Core service" is defined as the most efficient level of public transportation service planned for a given land use and is indicated with a solid square(s). Specific goals and objectives reference Figure 1-1.

**Figure 1.1**  
**Hierarchy of Public Transportation Services for the**  
**2040 Growth Concept Land Use Components**

	Service Types	Primary Components				Secondary Components				Other Urban Components		
		Central City	Regional Centers	Industrial Areas	Intermodal Facilities	Station Communities	Town Centers	Main Streets	Corridors	Employment Areas	Inner Neighborhood	Outer Neighborhood
	LRT	■	■		□**	■	□					
	Regional Rapid Bus	■	■			□			□			
	Frequent Bus	■	■			□	□	■	□			
	Primary Bus	■	■	□		□	■	□	■			
	Secondary Bus	□	□	■	■	□	□	□	□	□	■	□
	Mini-bus	□	□	□		□	□	□	□	■	□	■
	Paratransit	□	□	□		□	□	□	□	□	□	□
	Park-and-Ride		□			□	□		□		□	■

■ Best transit mode(s) designed to serve growth concept land use components

□ Additional transit mode(s) that may serve growth concept land use components

\*\* Anticipated LRT services to Portland International Airport

**Goal 1 - Develop a public transportation system that serves 2040 Growth Concept primary land use components (central city, regional centers, industrial areas, intermodal facilities) with an appropriate level, quality and range of public transportation available.**

- Objective:** Provide a full range of public transportation to the central city with core service provided by LRT, Regional Rapid Bus and Frequent Bus.
- Objective:** Provide a full range of public transportation to regional centers with core service provided by LRT, Regional Rapid Bus, Frequent Bus and primary bus.

3. **Objective:** Serve industrial areas with primary and secondary public transportation with core service provided by secondary bus.
4. **Objective:** Serve intermodal facilities with a mix of primary public transportation with core service to freight facilities provided by secondary bus and core service to the Portland International Airport (passenger facility) provided by LRT.

**Goal 2 - Develop a public transportation system to serve the 2040 Growth Concept secondary land use components (station communities, town centers, main streets, corridors) with high quality service.**

1. **Objective:** Develop a network of primary and secondary service to growth concept station communities with core service provided by either LRT and/or Regional Rapid Bus.
2. **Objective:** Develop a network of primary and secondary service to growth concept town centers with core service provided by primary bus.
3. **Objective:** Develop a network of primary and secondary service to growth concept main streets with core service provided by Frequent Bus.
4. **Objective:** Develop a network of primary and secondary service to growth concept corridors with core service provided by primary bus.

**Goal 3 - Develop a reliable, convenient and accessible system of secondary public transportation to serve the 2040 Growth Concept "other urban components" (e.g., employment areas, outer neighborhoods and inner- neighborhoods).**

1. **Objective:** Provide secondary public transportation to employment areas with core service provided by mini-bus.
2. **Objective:** Provide secondary public transportation to inner neighborhoods with core service provided by secondary bus.
3. **Objective:** Provide secondary public transportation to outer neighborhoods with core service provided by mini-bus.

**Goal 4 - Continue to develop fixed-route service and complementary paratransit services which comply with the Americans with Disabilities Act of 1990 (ADA).**

1. **Objective:** Provide service to persons determined to be eligible for ADA paratransit that is comparable with service provided on the fixed route system.
2. **Objective:** Continue to work with local jurisdictions to make public transportation stops accessible.

**Goal 5 -Continue efforts to maintain public transportation as the safest forms of motorized transportation in the region.**

- 1. Objective:** Improve the existing level of safe public transportation operations.
- 2, Objective:** Reduce the number of reportable accidents involving public transportation vehicles.
- 3. Objective:** Improve the existing level of passenger safety and security on the public transportation system.

**Goal 6 - Expand the amount of information available about the public transportation system to allow more people to use the system.**

- 1. Objective:** Increase awareness of public transportation and how to use it through expanded education and public information media and easy to understand schedule information and format.
- 2. Objective:** Improve the system for receiving and responding to feedback from public transportation riders.

## **Regional Freight System**

Developing and adopting the Regional Freight Network and associated system goals and objectives acknowledges that the movement of goods and services makes a significant contribution to the region's economy and wealth, and that it contributes to our quality of life. The region's relative number of jobs in transportation and wholesale trade exceeds the national average. The regional economy has historically, and continues to be closely tied to the transportation and distribution sectors. This trend is projected to increase. Freight volume is projected (by the 2040 Commodity Flow Analysis) to grow two to three times by 2040 - a rate faster than population growth.

The significant growth in freight projected by the 2040 Commodity Flow Analysis indicates the need to make available adequate land for expansion of intermodal facilities, manufacturing, wholesale and distribution activities, and to continue maintaining and enhancing the freight transportation network. The 2040 Land Use Scenario identifies industrial sanctuaries for distribution and manufacturing activities; the RTP freight network identifies the transportation infrastructure and intermodal facilities that serve these land uses and commodities flowing through the region to national and international markets. The following goals and objectives direct the region's planning and investment in the freight transportation system.

## ***Regional Freight System Goals and Objectives***

**Goal 1 - Provide efficient, cost-effective and safe movement of freight in and through the region.**

- 1. Objective:** Maintain a reasonable and reliable travel (transit) time for moving freight through the region in freight transportation corridors.
- 2. Objective:** Include the movement of freight when conducting multi-modal transportation studies.
- 3. Objective:** Work with the private sector, local jurisdictions, ODOT and other public agencies to:
  - develop the regional Intermodal Management System (IMS) and Congestion Management System (CMS);
  - monitor the efficiency of freight movements on the regional transportation network;
  - identify existing and future freight mobility problems and opportunities; and
  - reduce inefficiencies or conflicts on the freight network.
- 4. Objective:** Implement TSM improvements that enhance the efficiency of the existing infrastructure; coordinate public policies to reduce or eliminate conflicts between current and future land uses, transportation uses and freight mobility needs, including those relating to:
  - land use changes/encroachments on industrial lands; and
  - transportation and/or land use actions or policies that result in lower speeds or less service on the freight network.
- 5. Objective:** Ensure that jurisdictions develop local strategies that provide adequate freight loading and parking strategies in the central city, regional centers, town centers and main streets.

**Goal 2 - Maintain and enhance the region's competitive advantage in freight distribution through efficient use of a flexible, continuous, multi-modal transportation network that offers competitive choices for freight movement.**

- 1. Objective:** Provide high-quality access between freight transportation corridors and the region's intermodal facilities and industrial sanctuaries.

**Goal 3 -Protect public and private investments in the freight network.**

1. **Objective:** Improve opportunities for partnerships between the private freight transportation industry and public agencies to improve and maintain the region's integrated multi-modal freight network:
  - Work with the private transportation industry, Oregon Economic Development Department, Portland Development Commission, the Port of Portland and others to identify and realize investment opportunities that enhance freight mobility and support the state and regional economy.
2. **Objective:** Analyze market demand and linkages in estimating and expanding the life of public investments in the freight network.
3. **Objective:** Encourage efforts to provide flexible public funding for freight mobility investments.
4. **Objective:** Give priority to investments, projects and actions that enhance efficient freight movement on the designated regional freight network.
  - Where appropriate, make improvements to main freight routes that minimize freight/non freight conflicts on connector routes.

**Goal 4 -Ensure the safe operation of the freight system.**

1. **Objective:** Correct existing safety deficiencies on the freight network relating to:
  - roadway geometry and traffic controls;
  - bridges and overpasses;
  - at-grade railroad crossing;
  - truck traffic in neighborhoods;
  - congestion on interchanges and hill climbs; and
  - hazardous materials movement.
2. **Objective:** Identify and monitor potential safety problems on the freight network:
  - Collect and analyze accident data related to the freight network using the IMS data base.

## **Regional Bicycle System**

Adoption of the Regional Bicycle Plan element of the RTP continues the region's recognition of bicycling as an important transportation alternative. Metro's 1994 travel behavior survey found that places in the region with good street continuity, ease of street crossing and gentle topography experience more than a three percent bicycle mode share. Implementation of the bicycle plan element will provide for consistently designed, safe and convenient routes for bicyclists between jurisdictions and to major attractions throughout the region, will work toward increasing the modal share of bicycle trips, and will encourage bicyclists and motorists to share the road safely.

### ***Regional Bicycle System Goals and Objectives***

**Goal 1 - Provide a continuous regional network of safe and convenient bikeways integrated with other transportation modes and local bikeway systems.**

1. **Objective:** Integrate the efforts of the state, counties and cities in the region to develop a convenient, safe, accessible and appealing regional system of bikeways.
2. **Objective:** Ensure that the regional bikeway system functions as part of the overall transportation system.

**Goal 2 - Increase the modal share of bicycle trips.**

1. **Objective:** Develop and update a system of regional bikeways that connect activity centers as identified in the 2040 Growth Concept and the Regional Framework Plan.
2. **Objective:** Promote increased bicycle use for all travel purposes.
3. **Objective:** Coordinate with Tri-Met to ensure improved bicycle access and parking facilities at existing and future LRT stations, transit centers and park-and-ride locations.
4. **Objective:** Develop travel-demand forecasting for bicycles and integrate with regional transportation planning.

**Goal 3- Ensure that all transportation projects include bicycle facilities using established design standards appropriate to regional land use and street classifications.**

1. **Objective:** Ensure that bikeway projects, bicycle parking and other end-of-trip facilities are designed using established standards, and that bikeways are connected with other jurisdictions and the regional bikeway network.
2. **Objective:** Ensure that jurisdictions implement bikeways in accordance with established design standards.

3. **Objective** Ensure integration of multi-use paths with on-street bikeways using established design standards.
4. **Objective:** Provide appropriate short and long term bicycle parking and other end-of-trip facilities at regional activity centers through the use of established design standards.

**Goal 4 - Encourage bicyclists and motorists to share the road safely.**

1. **Objective:** Coordinate regional efforts to promote safe use of roadways by bicyclists and motorists through a public awareness program.
2. **Objective:** Expand upon local traffic education programs to provide region wide coverage and actively distribute safety information to local jurisdictions, law enforcement agencies, schools and community organizations that informs and educates bicyclists, pedestrians and motorists.
3. **Objective:** Reduce the number of bicycle accidents in the region.
4. **Objective:** Identify and improve high-frequency bicycle accident locations.

**Regional Pedestrian Program**

By providing dedicated space for those on foot or using mobility devices, pedestrian facilities are recognized as an important incentive that promotes walking as a mode of travel. Throughout this document, the term "walking" should be interpreted to include individuals traveling on foot as well as those pedestrians using mobility aids, such as wheelchairs. Walking for short distances is an attractive option for most people when safe and convenient pedestrian facilities are available. Combined with adequate sidewalks and curb ramps, amenities such as benches, curb extensions, marked street crossings, landscaping and wide planting strips make walking an attractive and convenient mode of travel. The focus of the regional pedestrian program is to identify areas of high, or potentially high, pedestrian activity in order to target infrastructure improvements that can be made with regional funds.

A well-connected, high-quality pedestrian environment facilitates walking trips by providing safe and convenient access to pedestrian destinations within a short distance. Transit use is enhanced by pedestrian improvements, especially those facilities that connect stations or bus stops to surrounding areas or that provide safe and attractive waiting areas. Improving walkway connections between office and commercial districts and surrounding neighborhoods provides opportunities for residents to walk to work, shopping or to run personal errands. This reduces the need to bring an automobile to work and enhances transit and carpooling as commute options. An integrated pedestrian system supports and links every other element of the regional transportation system and complements the region's urban form and growth management goals.

## **Regional Pedestrian Program Goals and Objectives**

**Goal 1 - Increase walking for short trips and improve access to the region's transit system through pedestrian improvements and changes in land use patterns, designs and densities.**

- 1. Objective:** Increase the walk mode share for short trips, including walking to transit, near and within the central city, regional centers, town centers, main streets, corridors and LRT station communities.
- 2. Objective:** Improve pedestrian networks serving those transit centers, stations and stops with high frequency transit service.

**Goal 2 - Make the pedestrian environment safe, convenient, attractive and accessible for all users.**

- 1. Objective:** Complete pedestrian facilities (i.e., sidewalks, street crossings, curb ramps) needed to provide safe and convenient pedestrian access to and within the central city, regional centers, town centers, main streets, corridors and to the region's primary transit network.
- 2. Objective:** Improve street amenities (e.g., landscaping, pedestrian-scale street lighting, benches and shelters) affecting the pedestrian and transit user near and within the central city, regional centers, town centers, main streets, corridors and the primary transit network.

**Goal 3 - Provide for pedestrian access, appropriate to existing and planned land uses, street classification and transit service, as a part of all transportation projects.**

- 1. Objective:** Focus priority among regionally funded pedestrian projects on those projects which are most likely to increase pedestrian travel, improve the quality of the pedestrian system, and help complete pedestrian networks near and within the central city, regional centers, town centers, main streets, corridors and LRT station communities.
- 2. Objective:** Integrate pedestrian access needs into planning, programming, design and construction of all transportation projects.

**Goal 4 - Encourage motorists, bicyclists and pedestrians to share the roadway safely.**

- 1. Objective:** Coordinate regional efforts to promote safe use of roadways by motorists, bicyclists and pedestrians through a public awareness program.
- 2. Objective:** Expand upon local traffic education programs to provide region wide coverage, and actively distribute safety information to local jurisdictions, law enforcement agencies, schools and community organizations that informs and educates motorists, bicyclists and pedestrians.



## **Demand Management Program**

The following describes the goals, objectives and performance measures for the region's transportation demand management program.

### ***Transportation Demand Management***

Transportation demand management (TDM) is not one action, but rather a series of actions to promote shared ride and the use of alternative modes, especially during the most congested times of the day. The term TDM encompasses the strategies, techniques and supporting actions that encourage non-single occupant vehicle travel (i.e., transit, walk, bike, carpool and telecommute), as well as measures to reduce per-capita vehicle miles traveled (VMT).

The primary benefit of managing travel demand is to minimize the need to expand the capacity of the region's transportation system (i.e., building new highways or adding lanes to existing highways) and make more efficient use of non-SOV modes (transit, walk, bike, carpool and telecommute) of travel. Managing travel demand will also help the region reduce overall per-capita vehicle travel, reduce air pollution and maximize energy conservation in a relatively low-cost manner.

An important consideration for selecting demand management measures is to combine those that are mutually supportive into a comprehensive program. This approach is important to the success of TDM because of the close linkages between many TDM measures and programs at the regional and local level. Therefore, local jurisdictions should consider the design of demand management measures in a comprehensive manner in the preparation of local system plans and incorporate policies that implement those combinations of TDM measures that best support regional goals and that meet local needs for both work and non-work travel.

In addition, the state's Transportation Planning Rule (TPR) requires a 10 percent reduction in VMT per capita by 2015 and a 10 percent reduction in parking spaces per capita by 2015. In order to provide for maximum achievement of the TPR, air quality and accessibility goals, local jurisdictions should incorporate policies that support and help implement the TDM measures and projects listed in Chapter 5.

The following describes the region's TDM program goals, objectives and performance measures. Goals and objectives are in part to assist the region to meet state goals for reducing parking and vehicle miles per capita. It is understood that TDM strategies will be area specific following further analysis as part of the systems element of the RTP (scheduled to be completed in December 1996). Consequently, many of the TDM policies may not be applicable to areas such as the Central City where significant transportation demand management, transit and other alternative mode actions are in place as a result of the Central City Transportation Management Plan (CCTMP).

### ***TDM Program Goals and Objectives***

The function of TDM support programs are to: (1) provide the physical amenities necessary to make non-SOV modes more attractive; (2) provide incentives (monetary and non-monetary) to encourage people to use non-SOV modes; and (3) remove barriers such as regulation and/or restrictions that would make it more difficult for people to choose non-SOV modes.

TDM support programs are designed to help the region achieve the TPR VMT per capita and parking space per capita reduction goals, complement local jurisdiction efforts to assist employers in implementing measures to meet DEQ's Employee Commute Options (ECO) rule, and to help the region achieve its 2040 Growth Concept land use accessibility goals.

#### **Goal 1 - Enhance mobility and support the use of alternative transportation modes by improving regional accessibility to transit, carpool, telecommute, bicycle and pedestrian options.**

1. **Objective:** Provide transit supportive design and infrastructure in 2040 Growth Concept regional centers, town centers, station communities, mainstreets and along designated transit corridors.
2. **Objective:** Develop local access to Tri-Met's regional carpool matching database.
3. **Objective:** Coordinate with Tri-Met on the provision of regional vanpool service to major employment centers.

#### **Goal 2 - Promote policies and strategies that reduce travel by single occupant vehicles (SOV) in order to help the region achieve the 10 percent reduction in vehicle miles traveled (VMT) per capita and 10 percent reduction in parking spaces per capita as required by the Transportation Planning Rule (TPR) over the planning period, and that improve air quality.**

1. **Objective:** Implement appropriate parking ratios and investigate other measures throughout the region that reduce parking demand or lead to more efficient parking design options.
2. **Objective:** Support efforts to provide maximum allowable tax benefits and subsidies to users of alternative modes of transportation
3. **Objective:** Conduct further study of market-based strategies such as parking pricing, congestion pricing and parking-cash out as measures to promote more compact land use, increase alternative mode shares and to reduce VMT.
4. **Objective:** Investigate the use of HOV lanes to reduce roadway congestion.

#### **Goal 3 - Provide incentives for employers and developers to build/locate in the 2040 Growth Concept central city, regional centers, town centers, station communities and transit corridors to promote more compact land use.**

1. **Objective:** Provide density bonus for employers and developers who locate or build in the central city, regional centers, town centers, station communities and along transit corridors.
2. **Objective:** As conditions permit, reduce the average local traffic impact fee for development in the 2040 Growth Concept central city, regional centers, town centers, station communities and transit corridors.
3. **Objective:** Include transit oriented design guidelines in local development approval process.

**Goal 4 - Continue to coordinate efforts to promote TDM at the regional and local level.**

1. **Objective:** Continue to use the TDM Subcommittee as a forum to discuss TDM issues and implementation procedures.
2. **Objective:** Provide TDM materials that outline available regional programs and services.

**Goal 5 - Implement TDM support programs to make it more convenient for people to use alternative modes for all trips throughout the region.**

1. **Objective:** Encourage development of public/private TDM partnerships with service providers.
2. **Objective:** Promote the establishment of Transportation Management Associations (TMAs) in areas identified as major employment, retail and/or regional centers.
3. **Objective:** Work with local jurisdictions and neighborhood organizations to develop citizen outreach efforts to provide options and marketing material to residential areas.
4. **Objective:** Promote flexible work hours and/or compressed work weeks for employees with public and private sector employers.
5. **Objective:** Work with local employers to promote telecommute as a viable option for commuting (this can include the establishment of centralized telecommute centers).

**Goal 6 - Increase public knowledge and understanding about TDM as a tool to reduce congestion, reduce air pollution, implement the 2040 Growth Concept and to help the region meet the TPR VMT per capita and parking per capita reduction targets.**

1. **Objective:** Expand Tri-Met's public outreach and education program.
2. **Objective:** Maintain information on TDM services available for local employers.

## **Parking Management Program**

*At their May 7, 1996 meeting, the CAC will consider expanding the following section to include a more detailed discussion of parking management policies, reflecting work underway in Phase I of the Regional Framework Plan.*

The state's Transportation Planning Rule (TPR) requires that the Regional Transportation Plan (RTP) include methods to reduce parking spaces per capita by 10 percent over the next 20 years. The requirement is one aspect of the rule's overall objective to reduce single-occupant vehicle travel, promote alternative modes and encourage pedestrian friendly urban areas. However, the mode of travel used to make a trip is directly influenced by the convenience and cost of parking. As parking in densely developed areas becomes less convenient and more costly, alternative modes of travel become relatively more attractive. In addition, as alternative modes of travel are increasingly used for work trips, scarce parking spaces are released for shopping and other non-work purposes. Parking management is therefore particularly important in areas that are currently developed at high densities (Central City) and in areas planned for new high-density development such as Regional Centers and Town Centers.

In addition, parking management programs should be complementary to other TDM strategies aimed at meeting DEQ's Parking Ratio Rule and to those aimed at increasing both ridesharing and transit use.



**METRO**

## **Chapter 1 Glossary**

**Bicycle** - A vehicle having two tandem wheels, a minimum of 14" in diameter, propelled solely by human power, upon which a person or persons may ride. A three-wheeled adult tricycle is considered a bicycle. In Oregon, a bicycle is legally defined as a vehicle. Bicyclists have the same right to the roadways and must obey the same traffic laws as the operators of other vehicles.

**Bicycle Facilities** - A general term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities, all bikeways and shared roadways not specifically designated for bicycle use.

**Bike Lane** - A portion of a roadway that has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.

**Bicycle Network** - A system of connected bikeways that provide access to and from local and regional destinations and to adjacent bicycle networks.

**Bikeway** - A bikeway is created when a road has the appropriate design treatment for bicyclists, based on motor vehicle traffic volumes and speeds. On-road bikeways include shared roadway, shoulder bikeway, bike lane or bicycle boulevard design treatments. Another type of bikeway design treatment, the multi-use path, is separated from the roadway.

**Citizen Advisory Committee (CAC)** - Selected for a specific issue, project, or process, a group of citizens volunteer and are appointed by Metro to represent citizen interests. The RTP citizen advisory committee reviews regional transportation issues.

**Community** - For the purposes of the RTP, this term refers to informal subareas of the region, and may include one or more incorporated areas and adjacent unincorporated areas that share transportation facilities or other urban infrastructure. For example, references to the east Multnomah County community usually includes the cities of Gresham, Troutdale, Fairview and Wood Village, and unincorporated areas that abut these jurisdictions (see "Regional").

**Functional Plan** - A limited purpose multi-jurisdictional plan for an area or activity having significant district-wide impact upon the orderly and responsible development of the metropolitan area that serves as a guideline for local comprehensive plans consistent with ORS 268.390.

**Greater Metropolitan Region** - Defined as the greater area surrounding and including Metro's jurisdictional area, including parts of Multnomah, Clackamas and Washington counties as well as urban areas in Marion, Columbia and Yamhill counties (see "Metropolitan Region").

**Growth Concept** - A concept for the long-term growth management of our region, stating the preferred form of the regional growth and development, including if, where, and how much the urban growth boundary should be expanded, what densities should characterize different areas, and which areas should be protected as open space.

**Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991** - The most recent federal highway/transit funding reauthorization, which provides regions and states with additional funding and more flexibility in making transportation decisions. Among other things, the Act requires the metropolitan area planning process to consider such issues as land use, intermodal connectivity, methods to enhance transit service, and needs identified through the management systems.

**Joint Policy Advisory Committee on Transportation (JPACT)** - A 17-member committee of local-area elected officials, Metro councilors and other transportation officials who coordinate transportation decisions for the region.

**Land Conservation and Development Commission (LCDC)** - The 7-member directorship of Oregon's statewide planning program. The LCDC is responsible for approving comprehensive land use plans promulgating regulations for each of the statewide planning goals.

**Local Comprehensive Plan** - A generalized, coordinated land use map and policy statement of the governing body of a city or county that inter-relates all functional and natural systems and activities related to the use of land, consistent with state law.

**Metro** - The regional government and designated Metropolitan Planning Organization (MPO - see below) of the Portland metropolitan area. It is governed by a 7-member Metro Council (see below) elected by and representing districts within Metro's jurisdictional boundaries: all of Multnomah County and generally the urban portions of Clackamas and Washington Counties. Metro is responsible for the Washington Park Zoo, solid waste landfills, the Oregon Convention Center, the Portland Center for the Performing Arts, establishing and maintaining the Urban Growth Boundary (UGB - see below), and for regional transportation planning activities such as the preparation of the RTP (see below), and the planning of regional transportation projects including light-rail.

**Metro Committee for Citizen Involvement (MCCI)** - composed of citizen representatives from the Tri-Counties area, to "advise and recommend actions to the Metro Council on matters pertaining to citizen involvement."

**Metro Council** - composed of 7 members (formerly 13) elected from districts throughout the metropolitan region (urban areas of Clackamas, Multnomah and Washington counties). The Council approves Metro policies, including transportation plans, projects and programs recommended by the Joint Policy Advisory Committee on Transportation (JPACT - see above).

**Metro Policy Advisory Committee (MPAC)** - Established by the Metro Charter and composed of local elected officials (including representatives from Clark County, WA and the State of Oregon), MPAC is responsible for recommending to the Metro Council adoption of or amendment to any element of the Charter-mandated Regional Framework Plan.

**Metropolitan Planning Organization (MPO)** - An individual agency designated by the state governor in each federally recognized urbanized area to coordinate transportation planning for that metropolitan region. Metro (see above) is that agency for Clackamas, Washington and Multnomah Counties; for Clark County, Washington, that agency is the Southwest Washington Regional Transportation Council (SWRTC, formally the Intergovernmental Resource Center - see below).

**Metropolitan Region** - Defined as the area included within Metro's jurisdictional boundary, including parts of Multnomah, Clackamas and Washington counties (see "Greater Metropolitan Region").

**Metropolitan Transportation Improvement Program (M-TIP)** - a staged, multiyear, intermodal program of transportation projects which is consistent with the metropolitan transportation plan.

**Multi-use Path** - A bikeway that is physically separated from motor vehicle traffic by an open space or barrier and either within the highway right-of-way or within an independent right-of-way, used by bicyclists, pedestrians, joggers, skaters and other non-motorized travelers.

**Neighbor City** - Nearby incorporated cities with separate urban areas from the Metro urban area, but connected to the metropolitan area by major highways. Neighbor cities include Sandy, Estacada, Canby, Newberg, North Plains and Scappoose.

**Oregon's Statewide Planning Goals** - 19 goals in four broad categories: land use, resource management, economic development, and citizen involvement. Locally adopted comprehensive plans and regional transportation plans must be consistent with the statewide planning goals.

**Oregon Transportation Plan (OTP)** - the State's official statewide, intermodal transportation plan that will set priorities and state policy in Oregon for the next 40 years. The plan, developed by the Oregon Department of Transportation through the statewide transportation planning process, responds to federal ISTEA requirements (see above) and Oregon's Transportation Planning Rule (TPR - see below).

**Regional** - For the purposes of the RTP, this term refers to large subareas of the region, or the entire region, and usually includes many incorporated areas and adjacent unincorporated areas that share major transportation facilities or other urban infrastructure (see "Community").

**Regional Framework Plan** - Required of Metro under the Metro Charter, the Regional Framework Plan must address nine specific growth management and land use planning issues (including transportation), with the consultation and advice of MPAC (see above). To encourage regional uniformity, the regional framework plan shall also contain model terminology, standards and procedures for local land use decision making that may be adopted by local governments.

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

**Regional Urban Growth Goals and Objectives (RUGGOs)** - An urban growth policy framework that represents the starting point for the agency's long-range regional planning program.

**Rural Area** - Those areas located outside the Metro Urban Growth Boundary (UGB).

**Shared Roadway** - A type of bikeway where bicyclists and motor vehicles share a travel lane.

**State Transportation Improvement Program (STIP)** - A staged, multiyear, statewide, intermodal program of transportation projects with is consistent with the Statewide transportation plan and planning processes and metropolitan plans, TIPs and processes.

**Transit-Oriented Development** - A mix of residential, retail and office uses and a supporting network of roads, bicycle and pedestrian ways focused on a major transit stop designed to support a high level of transit use. Key features include: a mixed use center and high residential density.

**Transportation Demand Management (TDM)** - Actions, such as ridesharing and vanpool programs, the use of alternative modes, and trip-reduction ordinances, which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity.

**Transportation Disadvantaged/Persons Potentially Underserved by the Transportation System** - Those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

**Transportation Planning Rule (TPR)** - The implementing rule of statewide land use planning goal (#12) dealing with transportation, as adopted by the State Land Conservation and Development Commission (LCDC - see above). Among its may provisions, the Rule includes requirements to preserve rural lands, reduce vehicle miles traveled (VMT) per capita by 20% in the next 30 years, and to improve alternative transportation systems.

**Transportation Policy Alternatives Committee (TPAC)** - Senior staff-level policy committee which reports and makes policy recommendations to JPACT (see above). 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 (SWRTC - see above); there are also six citizen representatives appointed by the Metro Council (see above).

**Transportation System Management (TSM)** - Strategies and techniques for increasing the efficiency, safety, capacity or level of service of a transportation facility without major new capital improvements. This may include programs that encourage transit, carpooling, telecommuting, alternative work hours, bicycling, walking, signal improvements, channelization, access management, HOV lanes, etc.

**Transportation System Plan (TSP)** - A plan for one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.

**Urban Area** - Those areas located within the Metro Urban Growth Boundary (UGB).



**Urban Growth Boundary** - The politically defined boundary around a metropolitan area outside of which no urban improvements may occur (sewage, water, etc.). It is intended that the UGB be defined so as to accommodate all projected population and employment growth within a 20-year planning horizon. A formal process has been established for periodically reviewing and updating the UGB so that it accurately reflects projected population and employment growth.

**Wide Outside Lane** - A wider than normal curbside travel lane that is provided for ease of bicycle operation where there is insufficient room for a bike lane or shoulder bikeway.



**METRO**

## **Chapter 1 Acronyms**

<b>ADA</b>	Americans with Disabilities Act
<b>ATMS</b>	Advanced Traffic Management System
<b>CBD</b>	Central Business District
<b>FHWA</b>	Federal Highway Administration
<b>FTA</b>	Federal Transit Administration (formerly UMTA)
<b>FY</b>	Fiscal Year
<b>HCT</b>	High Capacity Transit
<b>HOV</b>	High-Occupancy Vehicle
<b>ISTEA</b>	Intermodal Surface Transportation Efficiency Act of 1991 (Federal)
<b>JPACT</b>	Joint Policy Advisory Committee on Transportation (Regional)
<b>LCDC</b>	Land Conservation and Development Commission (State)
<b>LRT</b>	Light Rail Transit (MAX)
<b>MCCI</b>	Metro Council for Citizen Involvement
<b>MPAC</b>	Metro Policy Advisory Committee
<b>MPO</b>	Metropolitan Planning Organization (Metro)
<b>MTIP</b>	Metropolitan Transportation Improvement Program
<b>NHS</b>	National Highway System
<b>OAR</b>	Oregon Administrative Rules
<b>ODOT</b>	Oregon Department of Transportation (State)
<b>ORS</b>	Oregon Revised Statutes
<b>R.O.W.</b>	Right of Way
<b>RTP</b>	Regional Transportation Plan (Metro)
<b>RUGGO</b>	Regional Urban Growth Goals and Objectives
<b>SOV</b>	Single-Occupancy Vehicle
<b>TPAC</b>	Transportation Policy Alternatives Committee (Regional)
<b>TPR</b>	Transportation Planning Rule (State)
<b>Tri-Met</b>	Tri-County Metropolitan Transportation District
<b>TSM</b>	Transportation System Management
<b>UGB</b>	Urban Growth Boundary
<b>USDOT</b>	U.S. Department of Transportation
<b>VMT</b>	Vehicle Miles Traveled



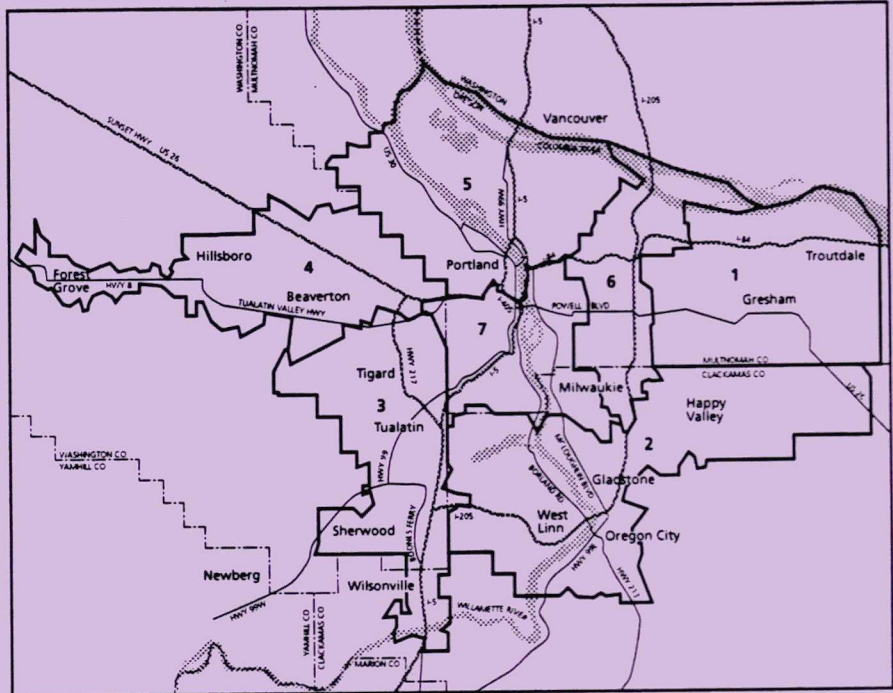
## METRO

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

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

Metro is governed by an executive officer and a seven-member council. The executive officer is elected regionwide and the councilors are elected by district. Metro also has an auditor who is elected region-wide.

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



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### Metro Executive Officer, Auditor and Council

Executive Officer  
**Mike Burton** - 797-1502

Metro Auditor  
**Alexis Dow, CPA** - 797-1891

District 1  
**Ruth McFarland** - 797-1547

District 2  
**Don Morissette** - 797-1887

District 3  
**Jon Kvistad** - 797-1549

District 4  
**Susan McLain** - 797-1553

District 5  
**Ed Washington** - 797-1546

District 6  
**Rod Monroe** - 797-1552

District 7  
**Patricia McCaig** - 797-1889

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