

# Agenda



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Meeting: Metro Technical Advisory Committee  
Date: Wednesday, May 16, 2018  
Time: 10:00 am – Noon  
Place: Metro Regional Center, Council Chamber

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10:00 a.m.	1. <b>Call to Order, Declaration of a Quorum and Introductions</b>	Tom Kloster, Chair
	2. <b>Comments from the Chair and Committee Members</b>	Chair/All
	3. <b>Community Communications on Agenda Items</b>	All
10:15 a.m. 45 min.	4. <b>2018 Urban Growth Management Decision: Urban Reserve Goal 14 Analysis</b>  Purpose: Provide MTAC with an update on the urban reserve Goal 14 analysis and outline next steps <ul style="list-style-type: none"><li>• Information/Discussion</li></ul>	Ted Reid, Tim O'Brien, Metro
11:00 30 min.	5. <b>Draft RTP Policy Chapter Changes</b> (focus on goals and objectives and policies)  Purpose: Discuss revised goals, objectives and policies and next steps to finalize the draft chapter for public review <ul style="list-style-type: none"><li>• Information/Discussion</li></ul>	Kim Ellis, Metro
11:40 30 min.	6. <b>Draft RTP Implementation Chapter</b>  Purpose: Discuss proposed future planning needed to address unmet needs and next steps to finalize the draft chapter for public review <ul style="list-style-type: none"><li>• Information/Discussion</li></ul>	Kim Ellis, Metro
Noon	<b>ADJOURN</b>	

Next TPAC/MTAC work session: June 6, 2018

Next MTAC: June 13, 2018

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro  
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ថៃអង្គការ) ប្រាំពីរថៃអង្គ  
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## 2018 MTAC Work Program

4/23/18

<p><b>January 17, 2018</b>  <u>Comments from the Chair</u></p> <ul style="list-style-type: none"> <li>Urbanism Next Conference, March 5 – 7</li> <li>Oregon Active Transportation Summit, March 15 – 16</li> </ul> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>2018 RTP: Update on Schedule, Technical Evaluation, Engagement Activities and Regional Leadership Forum #4 <u>Information/Discussion</u> (Ellis/Higgins, 30 min.)</li> <li>Emerging Technologies Strategy : draft policy (Rose, 30 min.)</li> </ul>	<p><b>February 21, 2018 – Cancelled</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>
<p><b>March 21, 2018 – Cancelled</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>	<p><b>April 18, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>Draft Emerging Technology Strategy (Frisbee, 45 min.)</li> <li>Draft Transit Strategy (Snook, 60 min.)</li> <li>Draft Freight Strategy (Collins, 40 min.)</li> </ul>
<p><b>May 16, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>2018 Urban Growth Management Decision: Urban Reserve Goal 14 Analysis (Reid/O’Brien, 45 min.)</li> <li>Draft RTP Policy Chapter Changes (focus on goals and objectives) (Ellis, 40 min.)</li> <li>Draft RTP Implementation Chapter (Ellis, 40 min.)</li> </ul>	<p><b>June 20, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>Presentations from the Cities of Beaverton, Hillsboro, King City, Wilsonville – UGB Applications (30 min. each)</li> </ul>
<p><b>July 18, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>	<p><b>August 15, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>2018 Urban Growth Management decision (recommendation to MPAC, if requested by MPAC)</li> <li>Discuss RTP public comments and frame policy decisions for MPAC discussion</li> </ul>
<p><b>September 19, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p> <ul style="list-style-type: none"> <li>Discuss RTP public comments and policy issues identified for MPAC discussion – <b>Recommendation to MPAC</b></li> </ul>	<p><b>October 17, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>
<p><b>November 21, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>	<p><b>December 19, 2018</b>  <u>Comments from the Chair</u></p> <p><u>Agenda Items</u></p>

### Parking Lot

- Transportation resiliency
- Portland’s inclusionary zoning program (June 20 or October 17)

MTAC meets the 3<sup>rd</sup> Wednesday of the month.

TPAC and MTAC hold a joint work session on the 1<sup>st</sup> Wednesday of the month.

For agenda and schedule information call 503-797-1562 or e-mail [paulette.copperstone@oregonmetro.gov](mailto:paulette.copperstone@oregonmetro.gov).

For closure or inclement weather information, call 503-797-1700.

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: Thursday, May 10, 2018  
To: MTAC Members and Interested Parties  
From: Tim O'Brien, Principal Regional Planner  
Subject: 2018 Growth Management Decision - Goal 14/Urban Reserve Analysis Preliminary Results and Factor 2 Analysis

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## **Introduction**

As part of the work to inform the Metro Council's 2018 growth management decision, Metro staff is finalizing the analysis applying the Statewide Planning Goal 14 (Urbanization) locational factors to all the urban reserve areas (attached map). This analysis will result in a determination of those urban reserve areas that are least suitable for inclusion in the UGB at this time based on the Goal 14 factors. These areas will be removed from further consideration and staff will apply the UGB amendment factors contained in Metro Code Section 3.07.1425 to the remaining urban reserve areas. The intent of this memo is to highlight the Factor 2 analysis as the methodology is somewhat different than previous Factor 2 analyses, whereas the analysis on Factors 1, 3 and 4 follow the same methodology as past growth management decisions. The attached draft Gresham East Urban Reserve Summary provides an example of the results of the Goal 14 analysis.

## **Analysis**

The Goal 14 locational factors are listed below:

Factor 1 – Efficient accommodation of identified land needs

Factor 2 – Orderly and economic provision of public facilities and services

Factor 3 – Comparative environmental, energy, economic and social consequences

Factor 4 – Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Metro contracted with OTAK to complete the sanitary sewer, water and storm water analyses for Factor 2, which requires an evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas. The evaluation and comparison must include:

- The capacity of existing public facilities and services to serve areas already inside the UGB;
- The capacity of existing public facilities and services to serve areas proposed for addition to the UGB;
- The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB; and
- The need for new transportation facilities such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and the provision of public transit service.

OTAK sent a preliminary questionnaire and then followed up with staff at the local jurisdictions and service providers and reviewed master plan documents to answer the questions above. They will develop a report for each urban reserve area including a map of potential service lines and points of connection.

Metro staff completed the analysis for the transportation component of Factor 2. The transportation cost estimates were determined for the preliminary arterial/collector level road network developed by Metro staff in consultation with local jurisdictions using the connectivity standards in the Regional Transportation Plan (RTP). The cost estimate is based on the Highway Economic Requirements System State Version (HERS-ST) methodology using 2025 dollars. The approach includes

assigning higher roadway costs to bridge crossings, floodplains, wetlands and steep slope areas. It includes a standard right of way cost factor and is expressed as a unit cost per lane mile for a complete street section that includes bike lanes, sidewalk, curb and gutter. It does not include costs for storm sewer pipes as that was included in the OTAK analysis.

The remainder of the transportation analysis (capacity to serve areas already inside the UGB, capacity to serve the reserve area and impacts to the facilities) was completed using a variety of data sources including: the 2018 Regional Transportation Plan Base Case (2015 round 1, pm peak) volume to capacity ratio plot to identify the capacity of roadways near the reserve areas, Metro's High Injury Corridor and Intersections Map 2010-2014, GIS data layers showing existing facilities for bikes, sidewalks, trails, transit lines and transit stops and 2017 aerial photos. Finally, TriMet and SMART are finalizing an analysis regarding the provision of transit service to the urban reserves in their respective districts.

### **Next Steps**

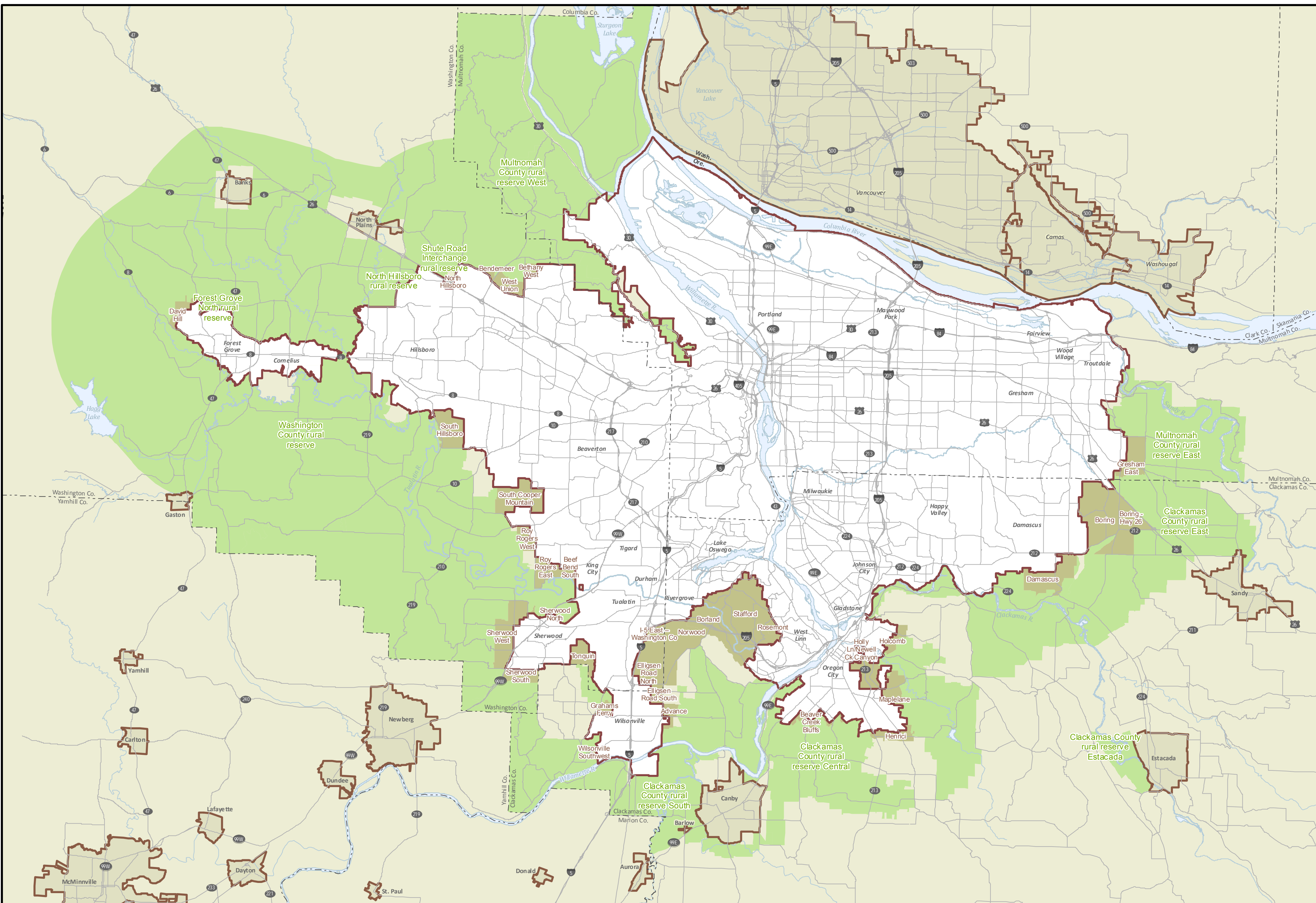
Metro Staff anticipates that the Goal 14 analysis will narrow down the pool of urban reserves that will be assessed according to Metro's code factors.

The Metro Code Factors are:

- Equitable and efficient distribution of housing and employment opportunities throughout the region;
- Contribution to the purposes of Centers and Corridors;
- Protection of farmland that is important for the continuation of commercial agriculture in the region;
- Avoidance of conflict with regionally significant fish and wildlife habitat; and
- Clear transition between urban and rural lands, using natural and built features to mark the transition.

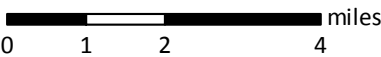
This work is intended to be completed in early summer. It should be noted that the first bulleted factor, equitable and efficient distribution of housing and employment opportunities throughout the region, will be addressed as part of the overall findings of fact if the Metro Council determines a UGB expansion is needed.

Finally, Metro Code Section 3.07.1110 requires the local government(s) responsible for land use planning and governance of an urban reserve to develop a concept plan for the urban reserve prior to its addition to the UGB. It is expected that local concept plans will provide a more refined analysis related to the provision of infrastructure resulting in different cost estimates compared to the initial Goal 14 analysis. Concept plans must be submitted to Metro by May 31, 2018.



# Title 14, Urban Growth Boundary

November, 2016



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- County boundaries
- Urban growth boundaries
- Neighbor cities
- Rural reserve
- Urban reserve



# DRAFT

## GRESHAM EAST URBAN RESERVE

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Total Acres	857	Parcel Acres	802
Gross Vacant Buildable Acres	564	Net Vacant Buildable Acres	428

### General Description (see attached map)

The Gresham East Urban Reserve is a boot-shaped area in Multnomah County totaling 857 acres. The area is bounded by SE Lusted Road to the north, SE 302<sup>nd</sup> Avenue to the east and Johnson Creek to the south. Metro’s current UGB forms the western edge. The urban reserve area is served by SE Lusted Road in the north, SE 282<sup>nd</sup> and SE 302<sup>nd</sup> Avenues running north-south and by SE Orient Drive in the southern portion of the area. It is primarily flat, with all slopes over 25% occurring in the riparian areas of three of the four drainages that flow west through the area.

### Parcelization, Building Values, Development Pattern (see attached aerial photo)

The urban reserve contains 220 parcels, the vast majority of which are relatively small in size with 82% five acres or less. Only three parcels are greater than 20 acres with the largest being 50 acres owned by the East Multnomah County Soil and Water District. One hundred and seventy-seven of the parcels have improvements with a median value of \$167,260, excluding the publicly owned buildings. Fifty-two properties have improvements valued above \$250,000. There are two school sites within the area that contain three schools: Sam Barlow High School in the northeastern corner of the area and East Orient Elementary School and West Orient Middle School in the southeast, totaling about 62 acres. The area also contains a City of Gresham water pump station. The area is predominantly in agriculture use intermixed with some rural residential pockets and commercial land uses primarily along SE Dodge Park , SE Powell Valley Road and SE Orient Drive. Available data does not suggest the existence of power lines or other public easements within this urban reserve.

## GOAL 14 LOCATIONAL FACTORS

### *Efficient accommodation of identified land needs*

Four stream corridors divide this fairly large reserve area into smaller segments, some of which are mostly agricultural land and others that are mainly developed with residences and school facilities. Limited commercial or employment development may be appropriate in some areas such as in the vicinity of SE Powell Valley Road, SE Dodge Park Blvd. and SE Orient Drive, whereas more significant residential development could occur on the agricultural lands. Some of the agricultural lands could also provide employment capacity, especially those that are closer to Gresham’s

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Springwater Corridor Industrial area. Thus, this area is able to efficiently accommodate residential and employment land needs.

### *Orderly and economic provision of public facilities and services*

#### **Sanitary Sewer Services**

Capacity of existing facilities to serve areas already inside the UGB

Gresham's waste water treatment facility, pipe network and pump stations are sized to provide services to the area inside the UGB including the Springwater area which is not yet annexed to the city.

Capacity of existing facilities to serve areas proposed for addition to the UGB

Gresham's sanitary sewer master plan only covers full build out within the current UGB and the waste water treatment plant and pump stations have not been evaluated for their ability to serve areas outside the UGB.

Impacts to existing facilities that serve nearby areas already inside the UGB

Impacts to the existing facilities are unknown at this time as the existing facilities have not been evaluated for their ability to serve areas outside the UGB.

#### **Sanitary Sewer Piping Costs**

Sanitary sewer piping costs	Cost (in millions)
Less than 12" pipe (gravity)	\$3.26
12 - 18" pipe (gravity)	\$2.24
Force main/bore	\$1.36
Pump station	\$7.3
<b>Total</b>	<b>\$14.16</b>

#### **Water Distribution Services**

Capacity of existing facilities to serve areas already inside the UGB

The City of Portland is the primary water source for Gresham. Additionally Gresham and the Rockwood PUD jointly own and operate a well field. Recent analysis has determined that the City will need additional supply in the future and could negotiate its contract with Portland to purchase more water or develop more wells. Additional treatment facilities will be needed depending on the source and additional storage and pump capacity will be required. The pipe network conveying water is adequately sized and will be extended as needed for development to occur.



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### Capacity of existing facilities to serve areas proposed for addition to the UGB

Lusted Water District currently services most of the reserve area however the district does not have the capacity to serve at urban densities. Gresham also does not have existing capacity to serve the reserve area. Growth outside of the UGB will add to the need to expand or build new facilities. The reserve might be servable by the existing reservoir, but it's likely that new storage would need to be developed. Pumps would also need to be constructed to supply water to the new storage facilities. Currently the City has no plans for developing these systems.

### Impacts to existing facilities that serve nearby areas already inside the UGB

Additional source, treatment, storage, pump facilities and distribution lines will need to be developed and constructed to serve the reserve area as it is higher in elevation than the existing service area.

### Water Costs

Water piping/storage/pumping costs	Cost (in millions)
12" and smaller	\$6.2
18" and larger	\$3.9
Storage/pumping	\$5.4
<b>Total</b>	<b>\$15.5</b>

### Storm Sewer Services

#### Capacity of existing facilities to serve areas already inside the UGB

There is no indication of capacity issues with existing stormwater facilities that serve the land inside the UGB.

#### Capacity of existing facilities to serve areas proposed for addition to the UGB

Stormwater will be conveyed, treated, and disposed of on-site, therefore, it is not anticipated that existing facilities would be utilized.

#### Impacts to existing facilities that serve nearby areas already inside the UGB

Stormwater will be conveyed, treated, and disposed of on-site; therefore, no impacts to existing facilities are anticipated.

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Storm sewer conveyance and water quality/detention costs for roadways

Conveyance & water quality/detention costs	Cost (in millions)
Conveyance	\$9.2
Water quality/detention	\$9.27
<b>Total</b>	<b>\$18.47</b>

### Transportation Services

Capacity of existing facilities to serve areas already inside the UGB

**Roadway:** All roadways in Gresham have an acceptable volume/capacity ratio (<0.9) for the 2015 pm peak. The following roadways are classified as high injury corridors for automobiles: NE/SE 257<sup>th</sup> Drive, SE Orient Drive, W/E Powell Boulevard, NE Burnside Road and SE Burnside Street. W/E Powell Boulevard and NE/SE Hogan Ave are classified as high injury corridors for bikes. W/E Powell Boulevard and NE/SE 257<sup>th</sup> Drive are classified as high injury corridors for pedestrians.

**Transit:** TriMet's MAX Light Rail Blue line serves Gresham with nine stops and nine TriMet bus routes also serve the city. Two of the routes are frequent bus routes. Route 84 Powell Valley/Orient Drive which provides weekday rush-hour service between Gresham Central Transit Center and SE 282<sup>nd</sup> and Orient Drive, briefly touches the urban reserve area at the intersection of SE 282<sup>nd</sup> and Orient Drive.

**Bike:** Gresham has a well defined bike network that consists of a variety of bike facilities including 48 miles of dedicated bike lanes and 16 miles of bikeways such as the Springwater Corridor and the Gresham to Fairview Trail.

**Pedestrian:** Gresham has a fairly well defined pedestrian network in its residential neighborhoods although there are a few significant pockets of post-war housing where there are no sidewalks. The city's system of multi-use paths provides additional opportunities for longer pedestrian connections throughout the city. The employment and butte areas have less of a pedestrian network.

Capacity of existing facilities to serve areas proposed for addition to the UGB

**Roadway:** All roadways that serve the urban reserve area have an acceptable volume/capacity ratio (<0.9) for the 2015 pm peak.

**Transit:** Currently TriMet Route 84 Powell Valley/Orient Drive provides weekday rush-hour service between Gresham Central Transit Center and SE 282<sup>nd</sup> and Orient Drive at the edge of the urban reserve area. There is no regular or all day service near the reserve area.

**Bike:** There are no bike facilities adjacent to or within the urban reserve area. SE Chase, SE 302<sup>nd</sup> Ave and SE Short Road are considered helpful connections and SE Lusted Road, SE Dodge Park Blvd

## DRAFT

and SE Orient Drive are considered bike with caution routes. The Springwater Corridor is just under a mile away.

**Pedestrian:** One small residential subdivision adjacent to the reserve area has sidewalks on both sides of the street in most the development. Otherwise there are no other sidewalks or trails near the urban reserve. The Springwater Corridor is just under a mile away.

### Impacts to existing facilities that serve nearby areas already inside the UGB

**Roadway:** Roadways that serve nearby areas inside the UGB will not be impacted by the addition of the urban reserve, apart from the improvement of adjacent facilities to urban standards.

**Transit:** TriMet transit service will be expanded, see below for details.

**Bike:** There is one dedicated bike lane on SE Powell Valley Road that may see additional use when the portion of SE Lusted Road within the urban reserve is upgraded to urban standards that provides bike facilities, however there still will be a ½ mile gap between SE Powell Valley Road and the improved SE Lusted Road.

**Pedestrian:** No existing pedestrian facilities will be impacted by the addition of the urban reserve area. Given the development pattern of the adjacent subdivision with sidewalks there would be no increased pedestrian movement through the subdivision.

### Need for new transportation facilities (see attached transportation map)

The portions of SE Lusted Road and SE 282<sup>nd</sup> Ave that border the reserve area will need to be improved to urban arterial standards. SE 282<sup>nd</sup> is considered to be a 1/2 street improvement as the property on the west side that is already within the UGB would be responsible for that portion of the roadway. SE Orient Drive would also be improved to urban arterial standards and SE Chase and SE 302<sup>nd</sup> Ave would be improved to urban collector standards.

Facility Type		
<b>Arterials</b>	Type	Cost (in millions)
	Existing/Improved	\$59.01
	Existing/Improved ½	\$10.97
<b>Collectors</b>	Type	Cost (in millions)
	Existing/Improved	\$42.88
<b>Total</b>		<b>\$112.86</b>

### Provision of public transit service

#### To be completed by TriMet

Prior to land being included in the UGB a more detailed concept plan, consistent with the requirements of Metro's Urban Growth Management Functional Plan Title 11, will be required. This concept plan process will develop more refined public facility and service needs and cost estimates.

# DRAFT

## ESEE Analysis

### *Comparative environmental, energy, economic and social consequences*

#### *Environmental*

There are four streams that flow west through the reserve area. In the north, two tributaries to Beaver Creek have forested riparian habitat areas along the majority of the stream corridors with some upland habitat area identified near the stream closest to Sam Barlow High School. Similarly Kelley Creek, which flows through the middle of the reserve area, is entirely within a forested riparian habitat corridor. The fourth small stream in the southern part of the reserve area flows into Johnson Creek which travels through Gresham and Portland to the Willamette River. This stream has a less riparian habitat when compared to the other three streams, flows through some agricultural lands and also appears to be piped in a few locations. No 100-yr floodplains are identified within the study area. There is one small National Wetland Inventory wetland of approximately  $\frac{1}{4}$  acre, just south of SE Orient Drive along the Johnson Creek tributary. The proximity of flat, developable land adjacent to all four streams within the urban reserve area indicates potential impact from urbanization of this area, especially if a need for north south transportation connections is identified. The required protection level for streams, wetlands, and habitat areas within the UGB is higher and the presence of a significant existing riparian corridor along Kelley Creek and the northern tributaries may help reduce the potential impacts. Required restoration of degraded stream edges, including impacts due to adjacent agricultural activity, will increase the level of protection for the portion of the southern stream that flows through the active farmland. Overall urbanization of this urban reserve area will have a moderate to high impact on the stream corridors and habitat areas depending on needed transportation connections.

#### *Energy, Economic & Social*

The vast majority of the parcels in this fairly large urban reserve area are less than five acres in size and 78% have improvements, reflecting the numerous rural residences and some commercial uses focused mainly along the major roadways. It is expected that urbanization of the reserve area will result in new housing or employment uses replacing the existing rural residences or commercial uses. Of the three schools located in the urban reserve, the elementary and middle schools serve the rural area while the third, Sam Barlow High School serves the urban and rural area. Urbanization may enhance the opportunity for Sam Barlow High School to become more of a community focal point, while the elementary and middle schools may be negatively impacted as they are not sized to serve an urban population. At the same time, urbanization may provide the opportunity for these two smaller school facilities to be enhanced. As this area contains a high number of residences and is close to downtown Gresham, urbanization would be less of an impact on the rural way of life for the current residents compared to areas that are farther away from a center. The increased VMT from urbanization of the area would be significantly larger than current levels, although the direct access to the Gresham Regional Center, the Springwater Industrial area, Highway 26 and the Max Light Rail line may reduce the impact compared to other areas that have limited transportation connections to centers or employment areas. There are two main pockets of nursery activity, each

## **DRAFT**

approximately 150 acres in size. The loss of the economic impact from these agricultural uses may be considerable; however the potential economic impact of urbanization on these relatively flat lands will most likely outweigh this loss. There are some noteworthy existing stream buffers that traverse the area. The cost of protecting these well-established linear resources will be small in contrast to the potential economic impact of urbanizing the larger areas in between. Overall this urban reserve area has medium economic, social and energy consequences from urbanization.

### **Compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB (see attached resource land map)**

There are three locations where farm and/or forest land is contiguous to the urban reserve area (see attached resource land map). The first location is a fairly extensive block of Exclusive Farm Use (EFU) zoned land that fronts SE 302<sup>nd</sup> Avenue for 2,500 feet between SE Lusted Road to just north of SE Jackson Road. This pocket of resource land is in agricultural production with the exception of a couple of rural residences. The proposed urban uses would not be compatible with these agricultural activities as 302<sup>nd</sup> Ave does not provide an adequate buffer between the two uses and issues related to safety, liability and vandalism and complaints due to noise, odor, dust and the use of pesticides and fertilizer could still occur. Mitigation measures could help reduce conflicts between urban uses inside the UGB and agricultural uses outside the UGB.

The second and third locations are EFU zoned land along Johnson Creek at the southern edge of the reserve area. There are two very small pockets (less than 10 acres each) of agricultural activities occurring on the land north of Johnson Creek. A portion of the western pocket is in the same ownership as agricultural land inside the reserve area that would be converted to urban uses once the land is added to the UGB. This small pocket may not be economically viable to continue in agricultural production. The vast majority of the agricultural activity occurs south of Johnson Creek and north of Highway 26 and will not be directly impacted by urban uses in the urban reserve area. Increased traffic along SE Stone Road will probably have some adverse affect, as SE Stone Road provides access to Highway 26. Thus the proposed urban uses are mostly compatible with the agricultural activities occurring on this farmland with the exception of the one small pocket north of Johnson Creek that will need to be buffered from the urban uses.

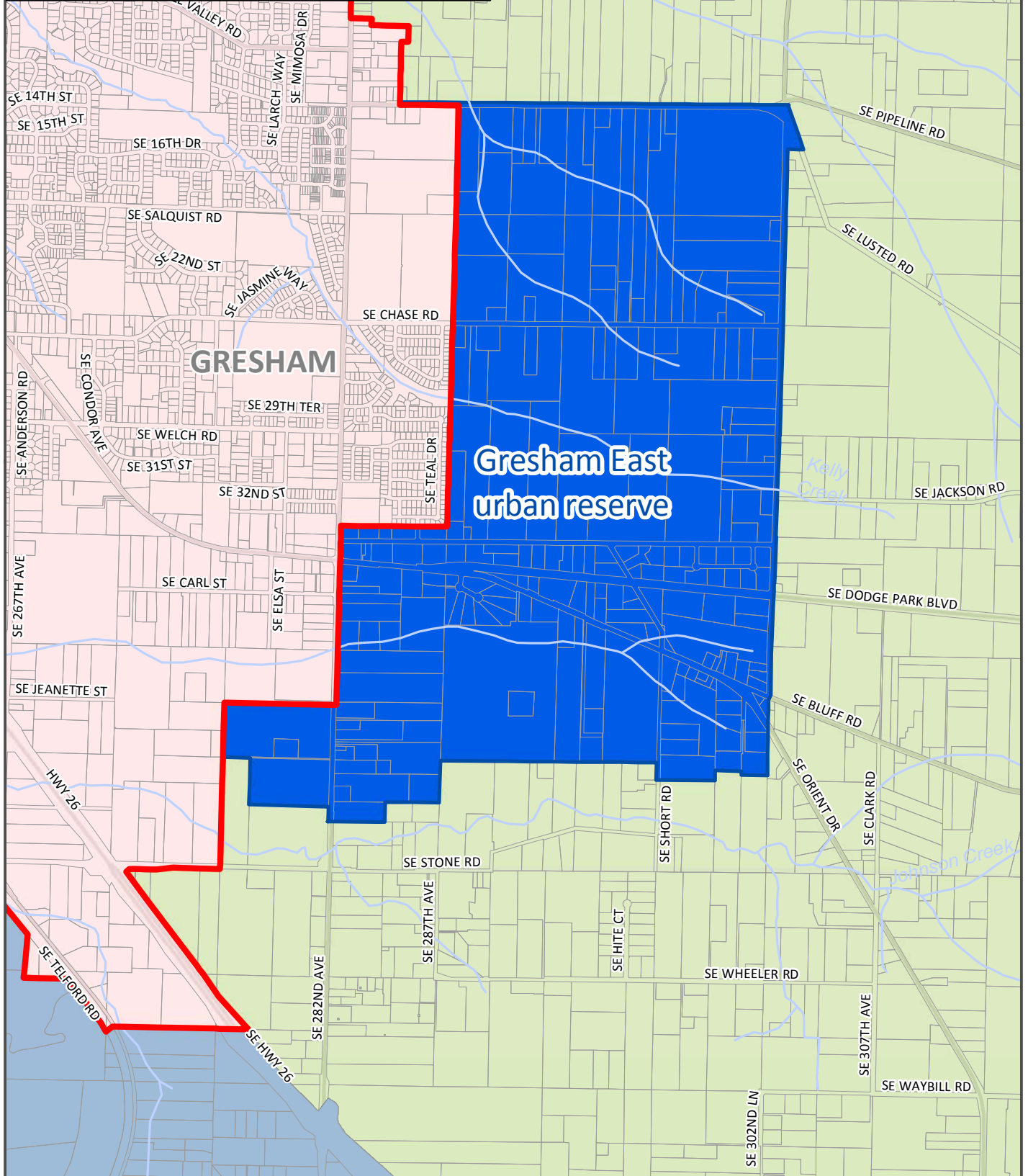
Overall the proposed urban uses are not compatible with the nearby agricultural and forest activities occurring on farm and forest land outside the UGB. As noted above mitigation measures will be necessary in these two locations.



Metro

# Preliminary Urban Growth Boundary Alternatives Analysis Gresham East

- Inside the Urban Growth Boundary
- Rural reserve
- Other urban reserve
- Stream routes

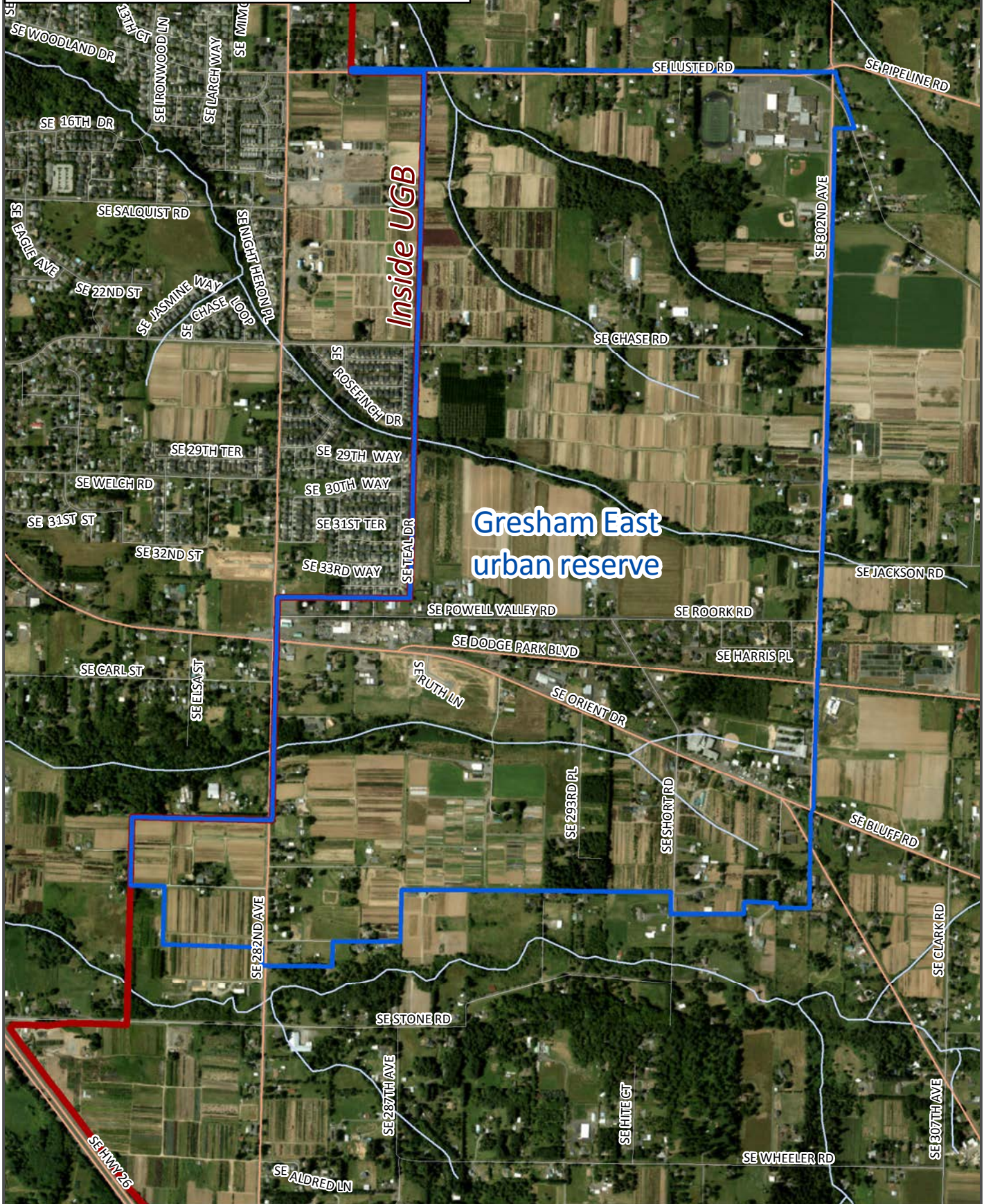


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**Metro**

**Preliminary Urban Growth Boundary  
Alternatives Analysis  
Gresham East**



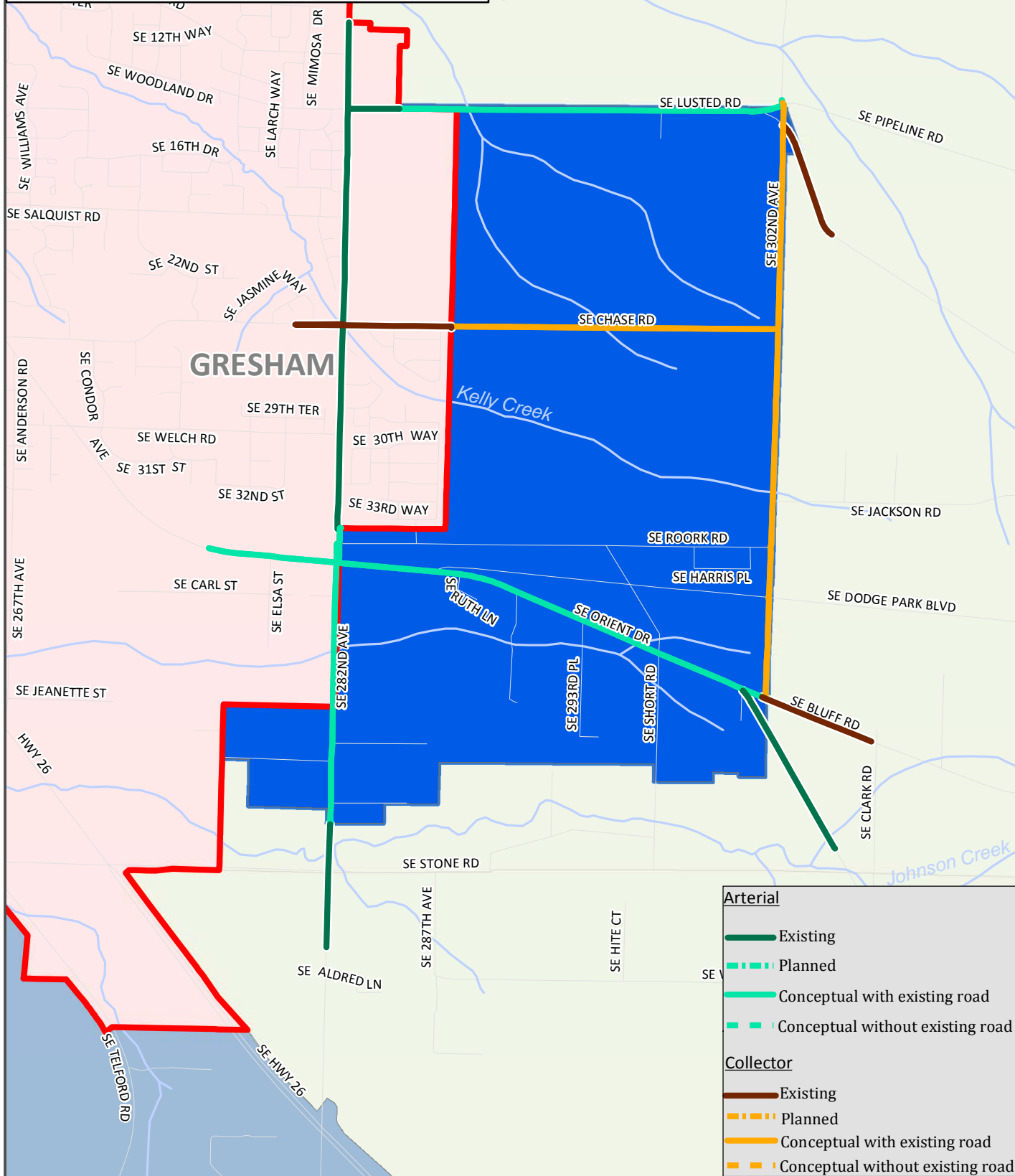
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Metro

# Preliminary Urban Growth Boundary Transportation Analysis Gresham East

- Inside the Urban Growth Boundary
- Rural reserve
- Other urban reserve
- Stream routes



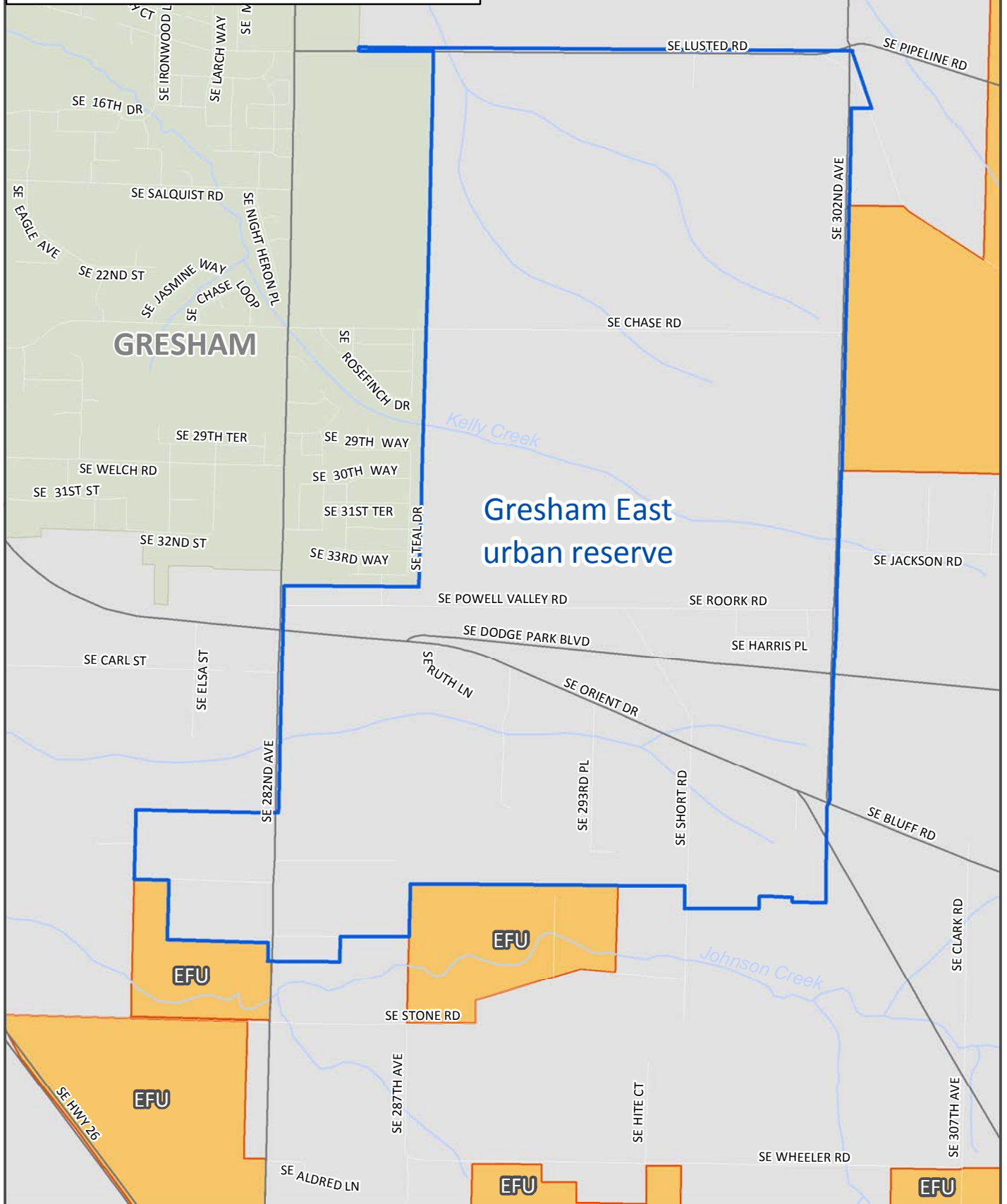
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Preliminary Urban Growth Boundary  
Alternatives Analysis  
Resource Land  
Gresham East



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# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: May 14, 2018  
To: Metro Technical Advisory Committee (MTAC) and interested parties  
From: Kim Ellis, RTP Project Manager  
Subject: 2018 RTP: Draft Transportation System Policies (Chapter 3)

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## **PURPOSE**

Provide MTAC with updated policies that respond to and reflect feedback we heard at the April 4 joint TPAC/MTAC workshop and preliminary draft policy sections related to transportation equity, safety and emerging technology.

## **ACTION REQUESTED**

MTAC feedback on the updated system policies and draft policy sections for transportation equity, safety and emerging technology is requested. The Metro Policy Advisory Committee will have an opportunity to review and discuss the updated system policies at their May 23 meeting.

## **BACKGROUND**

Through the 2018 Regional Transportation Plan update, the Metro Council is working with leaders and communities throughout the region to plan the transportation system of the future by updating the region's shared transportation vision and investment strategy for the next 25 years.

- In May 2017, JPACT and the Metro Council also directed staff to review and refine the RTP modal policies, particularly the throughways/ arterials, transit, and freight policies and related network maps which reflect the vision and planned network for each mode of travel. Proposed updates to RTP policies seek to implement Council policy direction and include:
  - **new safety policies** that prioritize vulnerable users, addressing fatal and serious injury crashes and improving safety in high injury and high risk corridors as reflected in the draft Regional Safety Strategy;
  - **a new freight safety policy and minor updates to existing freight policies** as reflected in the draft Regional Freight Strategy;
  - **new and updated policies for transit** to reflect desired outcomes for access, convenience, frequency, reliability, and affordability as reflected in the draft Regional Transit Strategy;
  - **clarify and expand policies for throughways and arterials and the motor vehicle network** to reflect adopted policy and desired outcomes related to safety, universal access and complete street designs, connectivity, reliability and managing the transportation system and addressing regional bottlenecks to ease congestion;
  - **new equity policies** that prioritize eliminating disparities and barriers for historically marginalized communities, particularly people of color and people with low income to support implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion and the Construction Career Pathways Program;
  - **new emerging technology policies** as reflected in the draft Emerging Technology Strategy;
  - **new and updated Transportation System Management and Operations policies** to better reflect existing policies, provide more focus on managing the transportation system to ease congestion and integrate new and revised policies in the 2018 Regional Travel Options Strategy;

- **minor revisions to existing climate smart strategy policies**, reflecting that the policies were extensively reviewed as part of development of the 2014 Climate Smart Strategy; and
- **minor revisions to the regional bike and pedestrian policies**, reflecting that the policies were extensively reviewed and updated as part of development of the 2014 Regional Active Transportation Plan and 2014 Regional Transportation Plan.

Detailed descriptions of each existing policy area are being updated, and descriptions are being developed for the new policy sections identified above. Staff recommendations for the RTP system maps are not complete. Most modal network map updates will be minor, largely reflecting new RTP projects adopted through local and regional plans. Updates to the Transit Network map and Freight Network Map are more substantive.

#### **NET STEPS**

MTAC feedback will be incorporated in a complete draft Chapter 3 that is being developed for TPAC review on June 1 in advance of the final public comment period.

#### **Attachment**

1. Draft RTP Transportation System Policies (5/11/18)
2. Draft RTP Transportation Equity Policy Section (5/14/18)
3. Draft RTP Transportation Safety Policy Section (5/14/18)
4. Draft RTP Emerging Technology Policy Section (5/14/18)

The Regional Transportation Plan, or RTP, includes a broad range of policies, each describing a preferred direction or course of action to achieve desired outcomes. The policies, if implemented, will help the region make progress toward the RTP’s vision, goals and objectives for the regional transportation system.

The policies guide the development and implementation of the regional transportation system, informing regional transportation planning and investment decisions made by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council. However, it is unlikely that all policies will be relevant to every decision. The JPACT and the Metro Council will weigh and balance applicable policies. In cases where there are competing directions embodied by different policies, JPACT and the Metro Council retain the authority to choose the direction they believe best embodies the RTP vision and goals as a whole.

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This is a new policy section for the RTP. The policies are reflected in the draft Regional Transportation Safety Strategy.	
<b>Transportation Equity Policies</b>	3
This is a new policy section for the RTP and overlaps with other policy sections.	
<b>Climate Smart Strategy Policies</b>	4
This will be a new policy section for the RTP and overlaps with other policy sections.	
<b>Arterial and Throughway Network Policies</b>	5
These policies are reflected in the 2014 RTP and will serve as a starting point for the planned update to the region’s interim mobility policy.	
<b>Transit Network Policies</b>	6
These policies are reflected in the 2014 RTP. Existing and updated policies are reflected in the draft Regional Transit Strategy.	
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These policies are reflected in the 2014 RTP. Existing policies are reflected in the Regional Active Transportation Plan.	
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These policies are reflected in the 2014 RTP. Existing and updated policies are reflected in the relevant parts of the draft Regional Travel Options Strategy and will serve as a starting point for the planned update to the TSMO Strategy.	
<b>Emerging Technology Policies</b>	10
This is a new policy section for the RTP. The policies are reflected in the draft Regional Emerging Technology Strategy.	

The draft policies that follow reflect feedback provided at a joint workshop of the Transportation Policy Alternatives Committee and Metro Technical Advisory Committee on April 4.

**Transportation Safety Policies** *(this policy section is new to the RTP)*

- 1. Focus safety efforts on eliminating traffic deaths and severe injury crashes.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 2. Prioritize safety investments, education and equitable enforcement on high injury and high risk corridors and intersections, with a focus on reducing speed and speeding.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 3. Prioritize investments that benefit people with higher risk of being involved in a serious crash, including people of color, people with low incomes, people with disabilities, people walking, bicycling, and using motorcycles, people working in the right-of-way, youth and older adults.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 4. Prioritize safety considerations for all modes of travel and for all people in the planning, identification of gaps and deficiencies, investment decisions, design, construction, operation and maintenance of the transportation system, with a focus on reducing vehicle speeds.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 5. Make safety a key consideration in all transportation projects and avoid replicating or exacerbating a known safety problem with any project or program.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 6. Employ a Safe System approach and use data and analysis tools and performance monitoring to support data-driven decision-making.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 7. Utilize safety and engineering best practices to identify low-cost and effective treatments that can be implemented systematically in shorter timeframes than large capital projects.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 8. Prioritize investments, education and equitable enforcement that increase individual and public security while traveling by reducing intentional crime, such as harassment, targeting, and terrorist acts, and prioritize efforts that benefit people of color, people with low incomes, people with disabilities, women and people walking, bicycling and taking transit.** *(new for consistency with and to support implementation of updated draft safety strategy)*
- 9. Make safety a key consideration when defining system adequacy (or deficiency) for the purposes of planning or traffic impact analysis.** *(new for consistency with and to support implementation of updated draft safety strategy)*

Transportation Equity Policies *(this policy section is new to the RTP)*

1. **Embed equity into the planning and implementation of transportation projects, programs, policies and strategies to comprehensively consider the benefits and impacts of transportation and eliminate disparities and barriers experienced by historically marginalized communities, particularly communities of color and people with low income.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
2. **Ensure investments in the transportation system anticipate and minimize the effects of displacement and other affordability impacts on historically marginalized communities, with a focus on communities of color and people with low income.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
3. **Focus and prioritize transportation investments that eliminate disparities and barriers for historically marginalized communities related to safety, access, affordability, and community health, with a focus on communities of color and people with low income.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
4. **Use inclusive decision-making processes that provide meaningful opportunities for communities of color and other historically marginalized communities to engage in the development and implementation of transportation plans, projects and programs.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
5. **Use engagement and other methods to collect and assess data to understand the transportation-related disparities, needs, and priorities of communities of color and other historically marginalized communities.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
6. **Evaluate transportation plans, policies, programs and investments to understand the extent to which transportation-related disparities and barriers experienced by communities of color and other historically marginalized communities are being eliminated.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion)*
7. **Support family-wage job opportunities and a diverse construction workforce through inclusive hiring practices and contracting opportunities for investments in the transportation system.** *(new; supports implementation of Title VI, Executive Order 12989 and Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion and the Construction Career Pathways Program)*

**Climate Smart Strategy Policies**

- 1. Implement adopted local and regional land use plans.** *(existing in the adopted Climate Smart Strategy)*
- 2. Make transit convenient, frequent, accessible and affordable.** *(existing in the adopted Climate Smart Strategy)*
- 3. Make biking and walking safe and convenient.** *(existing in the adopted Climate Smart Strategy)*
- 4. Make streets and highways safe, reliable and connected.** *(existing in the adopted Climate Smart Strategy)*
- 5. Use technology to actively manage the transportation system and ensure that new and emerging technology affecting the region's transportation system supports shared trips and other Climate Smart Strategy policies and strategies.** *(existing in the adopted Climate Smart Strategy)*
- 6. Provide information and incentives to expand the use of travel options.** *(existing in the adopted Climate Smart Strategy)*
- 7. Make efficient use of vehicle parking spaces through parking management and reducing the amount of land dedicated to parking.** *(existing in the adopted Climate Smart Strategy)*
- 8. Support Oregon's transition to cleaner fuels and more fuel-efficient vehicles in recognition of the external impacts of carbon and other vehicle emissions.** *(existing in the adopted Climate Smart Strategy)*
- 9. Secure adequate funding for transportation investments that support the Climate Protection goal and objectives.** *(existing in the adopted Climate Smart Strategy)*

## Arterial and Throughway Network Policies

1. **Preserve and maintain the region's arterial and throughway network in a manner that improves safety, security and resiliency while minimizing life-cycle cost and impact on the environment.** *(new to address MAP-21 asset management and resiliency requirements)*
2. **Use the Regional Mobility Policy and safety data to identify arterial and throughway network deficiencies.** *(added; reflects existing RTP interim mobility policy)*
3. **Preserve capacity on the region's throughway network for longer regional, inter-regional and interstate travel.** *(added; reflects adopted RTP policy and Oregon Highway Plan 1A.)*
4. **Actively manage and optimize arterials according to their planned functions to improve reliability and safety, and maintain mobility and accessibility for all modes of travel.** *(added; reflects adopted RTP policy)*
5. **Strategically expand the region's throughway network up to six travel lanes plus auxiliary lanes between interchanges to maintain mobility and accessibility and improve reliability for regional, inter-regional and interstate travel.** *(added; reflects adopted RTP policy and Oregon Highway Plan 1A.)*
6. **In combination with increased transit service, consider use of value pricing to manage congestion and raise revenue when one or more lanes are being added to throughways.** *(reflects existing RTP policies and requirements identified for RTP corridor refinement plans)*
7. **Complete a well-connected network of arterial streets ideally spaced at approximately 1 mile apart and planned for up to four travel lanes to maintain transit and freight mobility and accessibility and prioritize safe pedestrian, bicycle and transit access for all ages and abilities using Complete Street design approaches.** *(added; reflects adopted RTP policy)*
8. **Complete a well-connected network of collector and local streets that provide local circulation and direct vehicle, bicycle and pedestrian access to adjacent land uses and to transit for all ages and abilities.** *(revised to add more definition of adopted RTP policy; previously policy 2)*
9. **Minimize environmental impacts of the arterial and throughway network using Green Street infrastructure design approaches.** *(added; reflects adopted RTP policy)*
10. **Address safety needs on the arterial network through coordinated implementation of cost-effective crash reduction engineering measures, education, and enforcement.** *(new; reflects increased focus on improving safety using a Safe System approach)*
11. **Prior to adding new motor vehicle capacity beyond the planned system of arterial and throughway through lanes, demonstrate that system and demand management strategies, including access management, transit and freight priority and value pricing, transit service and multimodal connectivity improvements cannot adequately address arterial or throughway deficiencies and bottlenecks.** *(revisions reflect existing RTP policy, Oregon Transportation Plan policies and federal congestion management process, and increased focus on addressing regional bottlenecks and growing congestion with system and demand management strategies, transit expansion and connectivity improvements to support the most efficient and reliable travel outcomes; previously policy 3)*



**Transit Network Policies**

- 1. Provide a seamless, integrated, affordable, safe and accessible transit network that serves people equitably, particularly communities of color and other historically marginalized communities, and people who depend on transit or lack travel options. *(new)***
- 2. Preserve and maintain the region’s transit infrastructure in a manner that improves safety, security and resiliency while minimizing life-cycle cost and impact on the environment. *(new to address MAP-21 asset management and resiliency requirements)***
- 3. Make transit more reliable and frequent by expanding regional and local frequent service transit and improving local service transit options. *(minor revisions to consolidate policies and highlight frequency; combines policy 3 and 4)***
- 4. Make transit more convenient by expanding high capacity transit; improving transit speed and reliability through the regional enhanced transit concept; and supporting expanded commuter rail and intercity transit service to neighboring communities. *(minor revisions to consolidate policies and highlight convenience; combines policy 3 and 4)***
- 5. Make transit more accessible by improving pedestrian and bicycle access to and bicycle parking at transit stops and stations and using new mobility services to improve connections to high-frequency transit when walking, bicycling, or local bus service is not an option. *(minor revisions to add language on role of new mobility services)***
- 6. Use emerging technology to provide better, more efficient transit service, focusing on meeting the needs of people for whom conventional transit is not an option. *(new to add language on role of emerging technologies)***
- 7. Ensure that transit is affordable, especially for people who depend on transit. *(new to add language on transit affordability)***

**Freight Network Policies**

- 1. Plan and manage our multimodal freight transportation infrastructure using a systems approach, coordinating regional and local decisions to maintain seamless freight movement and access to industrial areas and intermodal facilities.** *(minor revisions to add definition)*
- 2. Manage the region’s multimodal freight network to reduce delay, increase reliability and efficiency, improve safety and provide shipping choices.** *(minor revisions to integrate existing goals and policies identified 2010 freight plan, and RTP Objective on shipping choices)*
- 3. Inform the public and decision-makers on the importance of freight and goods movement issues.** *(added to reflect adopted RTP policy)*
- 4. Pursue a sustainable multimodal freight transportation system that supports the health of the economy, communities and the environment through clean, green and smart technologies and practices.** *(existing; previously policy 5)*
- 5. Protect critical freight corridors and access to industrial lands by integrating freight mobility and access needs into land use and transportation plans and street design.** *(revised; previously policy 3)*
- 6. Invest in the region’s multimodal freight transportation system, including road, air, marine and rail facilities, to ensure that the region and its businesses stay economically competitive.** *(revised; previously policy 4)*
- 7. Eliminate fatalities and serious injuries caused by freight vehicle crashes with passenger vehicles, bicycles and pedestrians, by improving roadway and freight operational safety.** *(new to address increased focus on safety for all modes of travel)*

**Bicycling Network Policies**

- 1. Make bicycling the most convenient, safe and enjoyable transportation choice for short trips of less than three miles. *(existing )***
- 2. Complete an interconnected regional network of bicycle routes and districts that is integrated with transit and nature and prioritizes seamless, safe, convenient and comfortable access to urban centers and community places, including schools and jobs, for all ages and abilities. *(existing; minor language refinements for consistency across all policies and to emphasize system completion)***
- 3. Complete a green ribbon of bicycle parkways as part of the region’s integrated mobility strategy. *(existing; minor language refinement to emphasize system completion)***
- 4. Improve bike access to transit and to community places for people of all ages and abilities. *(existing; minor language refinement)***
- 5. Ensure that the regional bicycle network equitably serves all people. *(existing)***

**Pedestrian Network Policies**

- 1. Make walking the most convenient, safe and enjoyable transportation choice for short trips of less than one mile. *(existing)***
- 2. Complete a well-connected network of pedestrian routes and safe street crossings that is integrated with transit and nature and prioritizes seamless, safe, convenient and comfortable access to urban centers and community places, including schools and jobs, for all ages and abilities. *(existing; minor language refinements for consistency across all policies)***
- 3. Create walkable downtowns, centers, main streets and station communities that prioritize safe, convenient and comfortable pedestrian access for all ages and abilities. *(existing)***
- 4. Improve pedestrian access to transit and community places for people all ages and abilities. *(existing)***
- 5. Ensure that the regional pedestrian network equitably serves all people. *(existing)***

**Transportation System Management and Operations Policies**

- 1. Expand use of pricing strategies to manage travel demand on the transportation system.** *(added, reflects existing RTP policies and increased focus on addressing regional bottlenecks and growing congestion)*
- 2. Expand use of access management, advanced technologies and other tools to actively manage the transportation system.** *(existing, minor revisions)*
- 3. Provide comprehensive, integrated, universally accessible and real-time travel information to people and businesses.** *(existing, minor revisions)*
- 4. Improve incident detection and reduce clearance times on the region’s transit, arterial and throughway networks to reduce the impact of crashes on the transportation system.** *(existing, minor revisions)*
- 5. Expand commuter programs, individualized marketing efforts and other tools throughout the region to increase awareness and use of travel options.** *(existing, minor revisions to reflect updates to Regional Travel Options Strategy)*
- 6. Build public, non-profit and private sector capacity throughout the region to promote travel options.** *(existing, minor revisions to reflect updates to Regional Travel Options Strategy)*
- 7. Manage parking in mixed-use centers and corridors served by frequent transit service and good biking and walking connections to reduce the amount of land dedicated to parking, encourage parking turnover, increase shared trips, biking, walking and use of transit, reduce vehicle miles traveled and generate revenue.** *(added; reflects existing RTP policy objective and Climate Smart Strategy policy area)*

**Emerging Technology Policies** *(this policy section is new to the RTP)*

- 1. Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.** *(new for consistency with and to support implementation of draft emerging technology strategy)*
- 2. Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.** *(new for consistency with and to support implementation of draft emerging technology strategy)*
- 3. Use the best available data to empower travelers to make the travel choices and to plan and manage the transportation system.** *(new for consistency with and to support implementation of draft emerging technology strategy)*
- 4. Advance the public interest by anticipating, learning from and adapting to new developments in technology.** *(new for consistency with and to support implementation of draft emerging technology strategy)*
- 5. Prioritize technology projects, policies and partnerships that align with Metro’s Emerging Technology Strategy Principles and the RTP Goals.** *(new for consistency with and to support implementation of draft emerging technology strategy)*

**Safety and Security Policies** (new)

May 14, 2018

**3.X.X. Transportation Safety and Security Policies**

Eliminating traffic related deaths and life changing injuries and increasing the safety and security of the transportation system is a top priority of the Regional Transportation Plan, as is prioritizing safety for people of color, people with low incomes, people with disabilities, people walking, bicycling, and using motorcycles, youth and older adults.

Preventing traffic related deaths and severe injuries is a critical public health and equity issue in the greater Portland region. Between 2011 and 2015, there were more than 116,000 traffic crashes resulting in 311 deaths and 2,102 people severely injured. On average, 62 people die each year on the region's roadways and 420 people experience a life changing injury.

**“Serious crashes”** are Fatal and Severe Injury crashes combined

Traffic deaths and life changing injuries impact the lives of our families, friends, neighbors and community members. They also have a major economic cost – estimated at \$1 billion a year for the region. While the greater Portland region has one of the lowest crash rates in the country, the Regional Transportation Safety Strategy has adopted a Vision Zero target because no loss of life on our roadways is acceptable.

Individual and public security while traveling is an important part of transportation safety. Unlike serious traffic crashes, the problem of individual and public security is less well documented. However, fears for personal security often raised by community members in the region. The greater Portland region has the highest reported number of hate crimes in the United States and the tragic racially motivated attack on a MAX train have highlighted that not all people in the region are equally safe a secure while traveling. People walking, bicycling and taking public transit can feel and be especially vulnerable.

**Transportation safety** is protection from death or bodily injury from a motor-vehicle crash while engaged in travel.

**Individual and public transportation security** is protection from intentional criminal or antisocial acts while engaged in trip making.

**3.X.X Regional Transportation Safety Strategy**

The Regional Transportation Safety Strategy (“Safety Strategy”) identifies data-driven strategies and actions to address the most common types of crashes and contributing factors.<sup>1</sup> Key findings from the analysis of crash data from 2011-2015 can be found in Chapter 1 of the RTP.<sup>2</sup> More detailed findings are in the 2018 Metro State of Safety Report and the Safety Strategy.<sup>3</sup>

The Safety Strategy recommends **six strategies** to support achieving the region's adopted Vision Zero target for 2035, shown in **Figure 3.X**. Each strategy includes specific actions. The strategies and actions are evidence-based and were identified in response to analysis of crash data in the 2018 Metro State of Safety Report and other sources. Refer to the Regional

<sup>1</sup> The Regional Transportation Safety Strategy, adopted in December 2018, is a topical plan and appendix of the Regional Transportation Plan.

<sup>2</sup> Oregon Department of Transportation crash data.

<sup>3</sup> The Regional Transportation Safety Strategy is a topical plan of the Regional Transportation Plan. The 2018 Metro State of Safety Report is an appendix of the Safety Strategy. Both documents are appendices to the Regional Transportation Plan.

**Safety and Security Policies** (new)

May 14, 2018

Transportation Safety Strategy for detailed information on each of the strategies and specific actions.

**Figure 3.X Regional Transportation Safety Strategies****3.X.X.X Using the Safe System approach**

The Safety Strategy employs a Safe System approach. Vision Zero is a policy framework and strategy that uses a Safe System approach to achieve zero fatal and severe injury traffic deaths. It originated in Sweden and now other countries and many U.S. cities are using the framework. Similar frameworks are Toward Zero Deaths (U.S.), Road to Zero Coalition (National Safety Council), Safe System (New Zealand), and Sustainable Safety (Denmark).

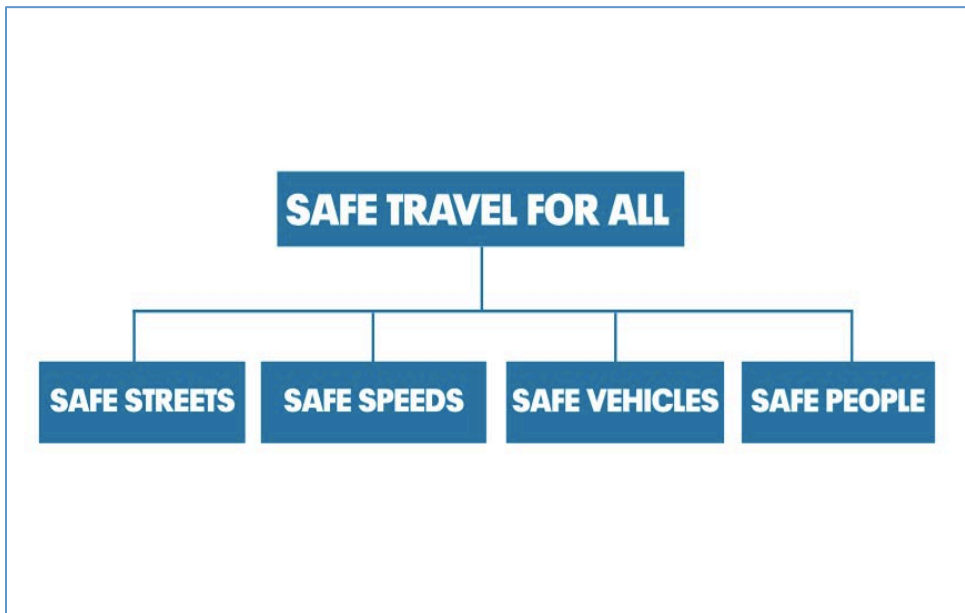
The Safe System approach involves a holistic view of the transportation system and the interactions among travel speeds, vehicles, road users and the road itself. It is an inclusive approach that prioritizes safety for all user groups of the transportation system - drivers, motorcyclists, passengers, pedestrians, bicyclists, and commercial and heavy vehicle drivers.

Consistent with the region's long-term safety vision, it recognizes that people will always make mistakes and may have road crashes—but the system should be designed so that those crashes should not result in death or serious injury. Design emphasizes separation – between people walking and bicycling and motor-vehicles, access management and median separation of traffic – and survivable speeds.

**Safety and Security Policies** (new)

May 14, 2018

**Figure 3.X Components of the Safe System Approach**



Source: Vision Zero Network

The Safe System approach is focused on preventing all fatal and severe injury crashes. It recognizes that the responsibility for crash prevention resides not only with roadway users but with transportation professionals and decision makers. The Safe System approach has been shown to be more effective in reducing traffic deaths and severe injuries than more traditional approaches that focus on all crashes.<sup>4</sup>

The Safe System approach focuses on the following key guiding principles that shape how transportation safety is addressed.

**Figure 3.X Guiding Principles of the Safe System approach**

TRADITIONAL APPROACH	SAFE SYSTEM APPROACH
<p>Some traffic deaths are <b>INEVITABLE</b></p> <p>System is <b>NOT FORGIVING</b> of human failing</p> <p>Focus on and analyze all <b>COLLISIONS</b></p> <p><b>REACT</b> to crashes</p> <p>Saving lives is <b>EXPENSIVE</b></p>	<p>It possible to <b>PREVENT ALL</b> traffic deaths</p> <p>Proactively integrate <b>HUMAN FAILING</b> into approach</p> <p>Focus on and analyze <b>FATAL and SEVERE CRASHES</b></p> <p>Proactively design a <b>FORGIVING</b> system</p> <p>Saving lives is <b>NOT EXPENSIVE</b></p>

Guiding principles of the Safe System Approach

Source: Metro

<sup>4</sup> Sustainable and Safe: A Vision and Guidance for Zero Road Deaths, World Resources Institute, Global Road Safety Facility (2017)



**Safety and Security Policies** (new)

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Refer to the Regional Transportation Safety Strategy for detailed information on the Safe System approach.

**3.X.X.X Regional High Injury Corridors and Intersections**

Analysis in the 2018 Metro State of Safety Report found that a majority of serious crashes occurred on arterial roadways. Metro developed a methodology to identify which roadways in the region had the highest number of serious crashes (acknowledging that not all arterial roadways are designed the same and some roadways will have more safety issues than others). Refer to the Glossary for a description of the methodology used to identify the regional high injury corridors and intersections.

The analysis found that sixty percent of fatal and severe injury crashes occur on just six percent of the region's roadways. These roadways are identified as regional high injury corridors and intersections. They are also where we tend to travel the most, where we run to catch the bus, cross the street to get to schools and shops, ride our bikes or drive.

A majority of the high injury corridors and intersections – and a majority of pedestrian deaths and severe injuries – are in areas with higher concentrations of people of color, people with low incomes and English language learners. Implementing policies and actions to increase transportation safety and personal security for these community members, along with other vulnerable users, such as people walking and bicycling, will make the transportation system safer for all users.

**Figure 3.X** shows the map of regional high injury corridors overlapping with communities of color, English language learners, and lower-income communities. The regional high injury corridors and Intersections are identified to help prioritize safety near term investments. Metro will update this map every five years. In the interim, other safety investments may be identified that warrant priority based on other data and analysis.

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**Safety and Security Policies** (new)

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**[insert map]**

**Safety and Security Policies** (new)

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**3.X.X. Regional Safety and Security Policies**

Regional Transportation Safety and Security Policies reflect the policy framework of the Regional Transportation Safety Strategy. Implementation of the policies supports achieving the regional Vision Zero target for 2035 and making travel in the region safer and more secure.

<b>Policy 1</b>	Focus safety efforts on eliminating traffic deaths and severe injury crashes.
<b>Policy 2</b>	Prioritize safety investments, education and equitable enforcement on high injury and high risk corridors and intersections, with a focus on reducing speeds and speeding.
<b>Policy 3</b>	Prioritize investments that benefit people with higher risk of being involved in a serious crash, including people of color, people with low incomes, people with disabilities, people walking, bicycling, and using motorcycles, people working in the right-of-way, youth and older adults.
<b>Policy 4</b>	Prioritize safety considerations for all modes of travel and for all people in the planning, identification of gaps and deficiencies, investment decisions, design, construction, operation and maintenance of the transportation system, with a focus on reducing vehicle speeds.
<b>Policy 5</b>	Make safety a key consideration in all transportation projects, and avoid replicating or exacerbating a known safety problem with any project or program.
<b>Policy 6</b>	Employ a Safe System approach and use data and analysis tools and performance monitoring to support data-driven decision making.
<b>Policy 7</b>	Utilize safety and engineering best practices to identify low-cost and effective treatments that can be implemented systematically in shorter timeframes than large capital projects.
<b>Policy 8</b>	Prioritize investments, education and enforcement that increase individual and public security while traveling by reducing intentional crime, such as harassment, targeting, and terrorist acts, and prioritize efforts that benefit people of color, people with low incomes, people with disabilities, women and people walking, bicycling and taking transit.
<b>Policy 9</b>	Make safety a key consideration when defining system adequacy (or deficiency) for the purposes of planning or traffic impact analysis.

**Safety and Security Policies** (new)

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**Safety Policy 1. Focus safety efforts on eliminating traffic deaths and severe injury crashes.**

To reach the goal of eliminating deaths and severe injuries from traffic crashes, this policy directs safety related efforts to focus on fatal and severe injury crashes, as opposed to all crashes. Focusing on serious crashes is a key tenant of the Safe System approach. It entails identifying where serious crashes occur and focusing on those locations, identifying the risk factors involved in serious crashes and addressing and eliminating those risks, focusing enforcement and education on high risk behaviors that lead to serious crashes and less or no enforcement or education on low risk behaviors. When enforcement is used precautions must be implemented to ensure equitable actions and outcomes.

**Safety Policy 2. Prioritize safety investments, education and equitable enforcement on high injury and high risk corridors and intersections, with a focus on reducing speeds and speeding.**

This policy directs safety investments, education and equitable enforcement to be prioritized on the corridors where the most serious crashes have occurred or have a risk of occurring (due to identified risk factors such as lack of roadway separation or excessive speeding). This policy approach, prioritizing corridors where deadly crashes are or could occur, more effectively uses limited resources where the most serious issues are. Additionally, this policy emphasizes the systemic approach to safety to addresses known safety risk factors corridor wide to prevent serious crashes from occurring in the future.

**Safety Policy 3. Prioritize investment that benefit people with higher risk of being involved in a serious crash, including people of color, people with low incomes, people with disabilities, people walking, bicycling, and using motorcycles, people working in the right-of-way, youth and older adults.**

This policy is based on the Safe System approach of prioritizing safety efforts on people with the highest risk of dying in a traffic crash as a key strategy to eliminating serious crashes overall. This policy also helps implement Metro's Strategic Plan for Advancing Equity, Diversity and Inclusion.

**Safety Policy 4. Increase safety for all modes of travel and for all people through the planning, design, construction, operation and maintenance of the transportation system, with a focus on reducing vehicle speeds.**

This policy requires that transportation safety be integrated into every aspect of the transportation system. It is a key element of the Safe System approach which takes a systemic and holistic approach. Safe travel speeds is a core element of achieving Vision Zero. Speed limits in Safe System approach are based on aiding crash avoidance and a human body's limit for physical trauma. An unprotected pedestrian hit at over 20mph has a significant risk of death or life-changing injury. A car in a side-on collision can protect its occupants up to around 30mph; a car in a head-on collision up to around 40mph.

**Safety and Security Policies** (new)

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Establishing survivable speeds on streets where people using different modes at variable speeds and with different levels of physical protection are essential. Additionally, a diversity of users must be taken into account as the system is developed. For example, people of color, older adults and children may have different needs that must be addressed at every phase.

**Safety Policy 5. Make safety a key consideration in all transportation projects, and avoid replicating or exacerbating a known safety problem with any project or program.**

While most policies are proactively focused on improving safety, this policy requires that transportation projects and programs clearly evaluate the impacts on all users of the transportation system and do not negatively impact any of those users by either replicating something which has been shown to increase safety problems for roadway users or making a current safety issue worse.

**Safety Policy 6. Employ a Safe System approach and use data and analysis tools and performance monitoring to support data-driven decision making.**

The Safe System approach is proven to reduce serious crashes. The approach is based on data driven strategies and actions. Collecting, maintaining and analyzing data on a regular basis is critical to focusing investments where they will be most effective. Additionally, monitoring progress and assessing the outcome of investments in safety is crucial to learning from the past and improving in the future.

**Safety Policy 7. Utilize safety and engineering best practices to identify low-cost and effective treatments that can be implemented systematically in shorter timeframes than large capital projects.**

Many solutions to improve safety are inexpensive. This policy prioritizes addressing safety problems on a corridor level sooner rather than later to prevent serious crashes from occurring in the future. Rather than postponing safety interventions until a larger and more expensive project can be funded this policy directs that low-cost and effective treatments be implemented first.

**Safety Policy 8. Prioritize investments, education and equitable enforcement that increase individual and public security while traveling by reducing intentional crime, such as harassment, targeting, and terrorist acts, and prioritize efforts that benefit people of color, people with low incomes, people with disabilities, women and people walking, bicycling and taking transit.**

Individual and personal security while traveling has an important relationship to transportation safety, especially for people of color. Fear of harassment or being targeted can deter people of color from walking, bicycling or using transit and may increase the use of motor-vehicle transportation. Though individual and public security can be challenging to address, a variety of approaches are needed to create a safe and welcoming transportation system, including: collecting data, utilizing Crime Prevention Through

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**Safety and Security Policies** (new)

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Environmental Design, taking into account a diversity of users when developing and operating the transportation system, educating people to look out for and care for one another, designing security into projects (such as street lighting, visibility, call boxes), equity training for public safety and transportation professionals, and including a wide range of groups in design and decision making.

**Safety Policy 9. Make safety a key consideration when defining system adequacy (or deficiency) for the purposes of planning or traffic impact analysis**

This policy specifies that safety data, analytical tools and metrics must be part of the evaluation when defining the adequacy of capacity on the transportation system. To design and operate safe roadways, there is a need to evaluate the impacts of increased capacity to safety.

**Racial and Social Equity Policies** (new)

May 14, 2018

**3.X.X Racial and Social Equity Policies**

The RTP racial and social equity policies provide guidance and direction for the RTP strategies, actions, and implementation approach. Additionally, the RTP racial and social equity policies support other equity-related RTP policies within the modal sections of the plan.

**What is Racial Equity?**

Racial equity is when race can no longer be used to predict life outcomes and outcomes for all groups are improved.

**Why is Racial Equity Important?**

Like most of the nation, the Portland region's communities are more diverse than in previous generations and by the year 2045 communities of color are projected to be the majority. Unfortunately, most communities of color in the Portland metropolitan region currently experience the worst economic and social outcomes of any demographic group, due to a long history – even as part of Oregon's statehood–of persistent, exclusionary and discriminatory policies which have barred communities of color – regardless of income, education, language proficiency, or age – from the opportunities that many white residents have had. As a result, the region struggles with racial disparities across nearly every measure of well-being and prosperity, including transportation.

But for a place to be sustainable and economically prosperous, the region must proactively address issues of racial disparities, to tackle the most pervasive challenges not allowing members of the greater Portland region thrive. Focusing on disparities will help develop and maintain sustainable economic growth by fostering greater racial inclusion, smaller racial income gaps, and ultimately the strategies used to address these disparities will help other marginalized groups, including lower-income white households and people with disabilities.

The greater Portland region's economic prosperity and quality of life depend on a transportation system that provides every person and business in the region with equitable access to safe, efficient, reliable, affordable and healthy travel options and have the same opportunity to thrive, regardless of their race or ethnicity.

The region's transportation system is one important tool in reducing disparities experienced by communities of color. But the tool must be intentional and deployed with focus to be successful in reducing racial disparities rather than exacerbating. With a transportation system focused on mobility and access that addresses the transportation disparities faced by communities of color, the region's transportation system has the ability to open opportunities which can dramatically improve outcomes for people of color. While on the surface, a focus on racial equity may seem exclusionary, but by addressing the barriers faced by those communities, outcomes for other disadvantaged communities will improve as well.

**Racial and Social Equity Policies** (new)

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**3.X.X.X Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion**

In June 2016, Metro adopted the Strategic Plan to Advance Racial Equity, Diversity, and Inclusion (Strategic Plan). The Strategic Plan's purpose is to provide clarity as to how Metro looks to achieve equity, one of the six desired outcomes for the region. The Strategic Plan to Advance Racial Equity, Diversity, and Inclusion emerged as a need to provide greater direction to Metro's different lines of business and better integrating and approaching social equity in planning, operations, and services.

The key aspect of the Strategic Plan is its focus and emphasis on deliberately tackling inequities based on race and ethnicity. The Strategic Plan is organized under five main goal areas. These goal areas are:

- 1) convenes and supports regional partners to advance racial equity;
- 2) meaningfully engages communities of color;
- 3) hires, trains and promotes a racially diverse workforce;
- 4) creates safe and welcoming services, programs and destinations; and
- 5) the allocation of resources advances racial equity.

Each goal area has specific objectives and implementation actions associated to each goal some of which are internally focused on Metro practices and some of which are externally focused to how Metro considers and serves the needs of communities of color. The Strategic Plan also builds on the extensive equity work that Metro departments and venues have been conducting for a number of years. In developing the 2018 RTP, the region looks to opportunities to align the goals areas of the Strategic Plan with the policies, strategies, and actions of the region's long-range transportation blueprint.

**3.X.X.X The Regional Transportation Plan and the Role of Racial and Social Equity**

In previously adopted RTPs, the focus on equity was primarily limited to:

- 1) looking at where marginalized groups are living in the Portland metropolitan region; and
- 2) looking at whether future transportation investments will serve a broad spectrum of these marginalized communities.

Through the direction from Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion, as well as feedback and input provided by community leaders, advocates, and elected officials, the role and consideration of equity has been expanded in the RTP. As a result, the 2018 RTP completed a more extensive transportation equity system evaluation of the long-range financially constrained transportation investment strategy and conducted refinements and added new sections to the 2018 RTP goals, objectives, policies, and implementation actions. Moving forward, the Strategic Plan provides unified strategic direction to have the RTP place an additional focus on race for the crucial equity work currently underway at Metro, but not at the exclusion of income disparities regardless of race and ethnicity.

**Historically Marginalized Communities**

Informed through discussion of the transportation equity working group, advisory committees TPAC and MTAC, and regional leadership forums, and direction from the Metro



**Racial and Social Equity Policies** (new)

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Council, the Regional Transportation Plan focuses on three historically marginalized communities:

- People of Color - Persons who identify as non-white.
- English Language Learners - Persons who identify as unable “to speak English very well.”
- People with Lower Income – Persons with incomes equal to or less than 200% of the Federal Poverty Level (2016)

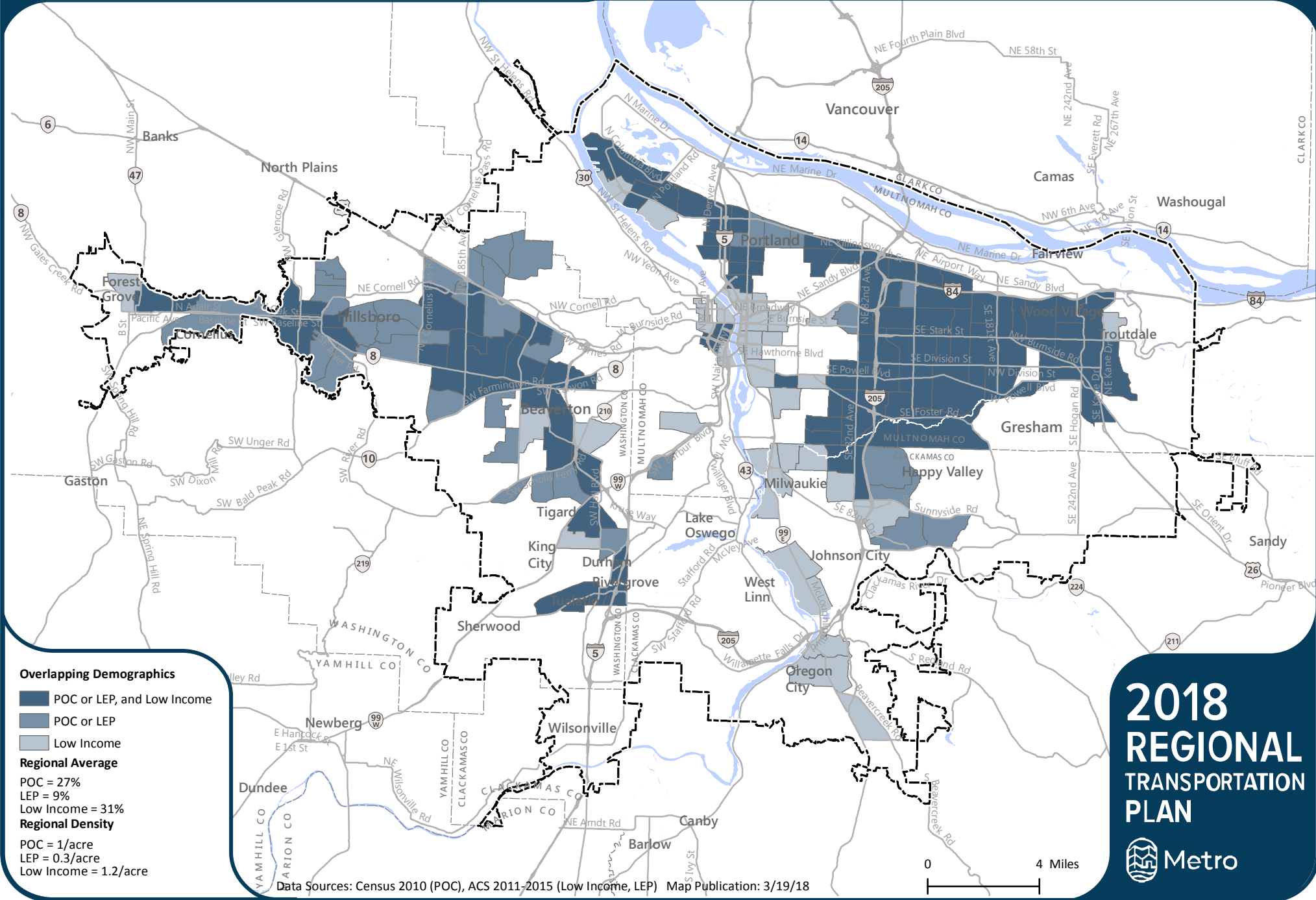
These three communities are the emphasis and focus for the Regional Transportation Plan, but not with exclusivity to the needs of other marginalized communities, including young people, older adults and people living with disabilities.

**3.X.X.X Regional Equity Maps**

**Figure 3.X and 3.X** illustrate where different historically marginalized communities reside in the region, based on the best available data at the start of the 2018 RTP. These maps represent where there is a significant regional concentration of these communities.

# Communities of Color, English Language Learners, and Lower-Income Communities

This map shows census tracts with higher than regional average concentrations and double the density of one or more of the following: people of color, people with low income, and English language learners. Census tracts where multiple demographic groups overlap are identified.

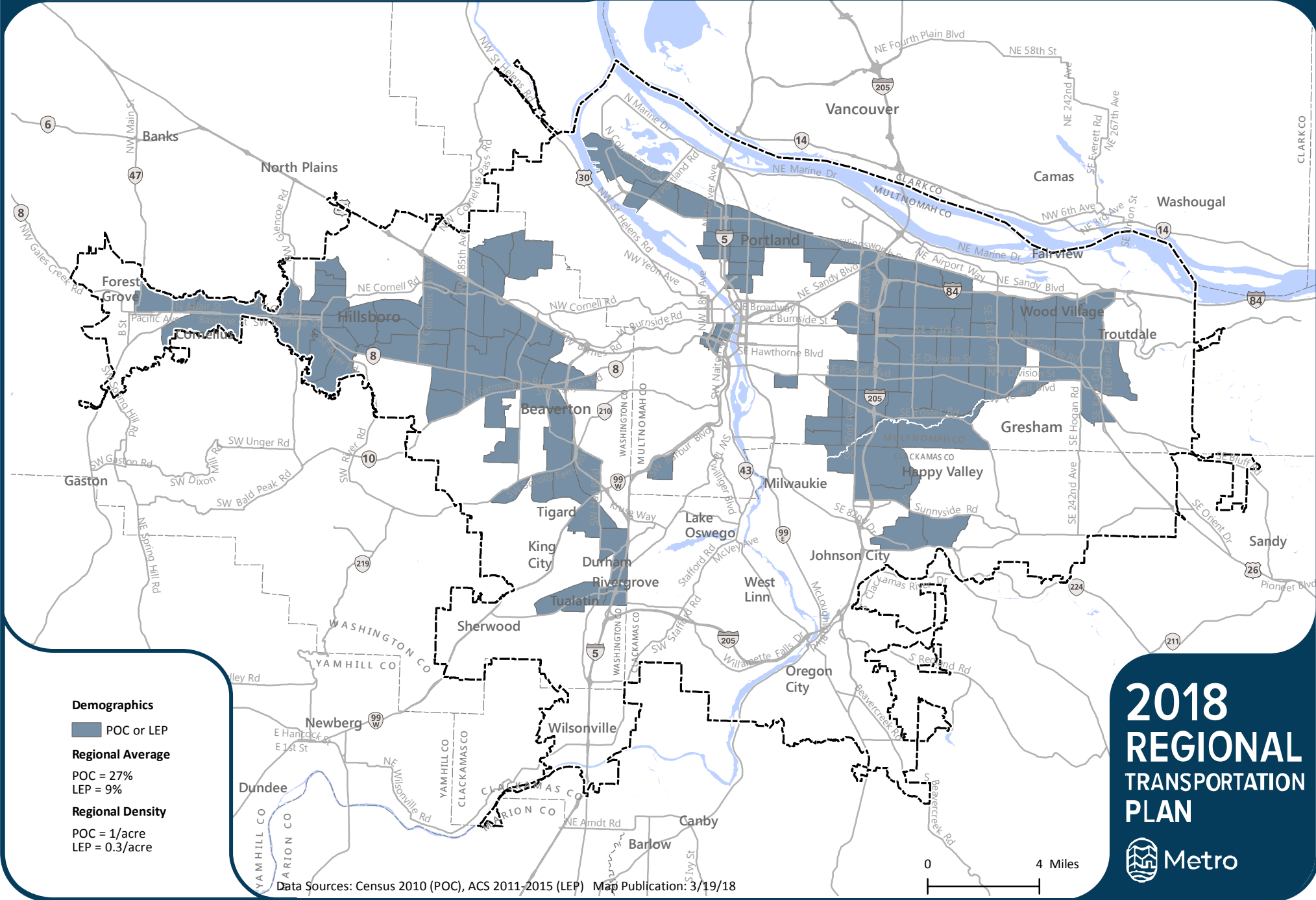


**2018  
REGIONAL  
TRANSPORTATION  
PLAN**

# Communities of Color and English Language Learners

# Attachment 3

This map shows census tracts with higher than regional average concentrations and double the density of one or more of the following: people of color and English language learners. This map is consistent with the definition in Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion.



**2018  
REGIONAL  
TRANSPORTATION  
PLAN**

**Racial and Social Equity Policies** (new)

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**3.X.X.X Regional Equity Policies**

The Regional Equity policies help achieve outcomes identified by historically marginalized communities, as priorities for the regional transportation system and ultimately help to close the disparities gap. The following policies provide greater guidance for what that entails for Metro working in conjunction with partners.

<b>Policy 1</b>	Embed equity into the planning and implementation of transportation projects, programs, policies and strategies to comprehensively consider the benefits and impacts of transportation and eliminate disparities and barriers experienced by historically marginalized communities, particularly communities of color and people with low income.
<b>Policy 2</b>	Ensure investments in the transportation system anticipate and minimize the effects of displacement and other affordability impacts on historically marginalized communities, with a focus on communities of color and people with low income.
<b>Policy 3</b>	Focus and prioritize transportation investments that eliminate disparities and barriers for historically marginalized communities related to safety, access, affordability, and community health, with a focus on communities of color and people with low income.
<b>Policy 4</b>	Use inclusive decision-making processes that provide meaningful opportunities for communities of color and other historically marginalized communities to engage in the development and implementation of transportation plans, projects and programs.
<b>Policy 5</b>	Use engagement and other methods to collect and assess data to understand the transportation-related disparities, needs, and priorities of communities of color and other historically marginalized communities.
<b>Policy 6</b>	Evaluate transportation plans, policies, programs and investments to understand the extent to which transportation-related disparities and barriers experienced by communities of color and other historically marginalized communities are being eliminated.
<b>Policy 7</b>	Support family-wage job opportunities and a diverse construction workforce through inclusive hiring practices and contracting opportunities for investments in the transportation system.

Because the Regional Equity Policies do not have a separate topical plan, specific implementing actions have been included for each equity policy.

**Racial and Social Equity Policies** (new)

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**Equity Policy 1. Embed equity into the planning and implementation of transportation projects, programs, policies and strategies to comprehensively consider the benefits and impacts of transportation and eliminate disparities and barriers experienced by historically marginalized communities, particularly communities of color and people with low income.**

Research nationally, statewide, and locally demonstrate historically marginalized communities, particularly communities of color, experience a number of transportation-related disparities which creates additional barriers preventing these communities from thriving. Transportation, as a vehicle for mobility and accessibility, plays a significant intersectional role in reducing the disparities gap, but historically, its development and operation has contributed to the disparities gap. The history of using transportation infrastructure projects as an urban renewal mechanism led to the destruction of thriving communities, particularly communities of color across the nation. In Portland, this is no different, where the development of the interstate freeway system displaced communities of color and lower-income homes, most notably the African American community.

Since the asphalt and concrete was poured, the lessons learned from the generational impacts of the interstate system on marginalized communities necessitates that to achieve the RTP goal of equitable transportation, embedding equity considerations are essential to each step of the planning and implementation process for transportation projects, programs, policies and strategies. The equity considerations must reflect the priorities these marginalized communities voiced for the transportation, which may include, but not limited to: accessibility, safety, community health, and affordability. To embed equity into planning and implementation requires a paradigm shift as to how transportation is currently built and operated. This includes bringing in unheard voices from project or policy inception all the way through construction to understand the perspective of potential benefits or impacts.

Additionally, transportation investments must consider the different ways in which it can advance equity and not narrow the purview to one dimension. A transportation investment has the ability to provide greater access to support marginalized communities reach educational facilities or new job opportunities, a transportation investment offers contracting and hiring opportunities. By embedding equity into transportation comprehensively, a full view and consideration of the benefits and impacts of transportation can be viewed and weighed.

**Actions to Implement Equity Policy 1:**

- Integrate equity considerations into the planning and implementation of transportation projects, policies, and programs by:
  - Formally acknowledging transportation-related disparities experienced by historically marginalized communities in the greater Portland region. This would also acknowledge the history (past and present) of the region's built environment, including the capital construction of the roadway system, has played a role in widening of the disparities gap.
  - Acknowledge and recognize the intersectional role of transportation in alleviating the disparities gap for historically marginalized communities.
  - Look closely at different opportunities for how equity considerations can be brought into the transportation discussion, with a focus on outcomes.

**Racial and Social Equity Policies** (new)

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- Commit to looking at equity and finding different ways to integrate equity in each step of the transportation planning and implementation process.
- Bring in voices from marginalized communities to add perspective and help guide how equity can be embedded in the planning and decision-making process. Also see Equity Policy 4.

**Equity Policy 2. Ensure investments in the transportation system anticipate and minimize the effects of displacement and other affordability impacts on historically marginalized communities, with a focus on communities of color and people with low income.**

A trend observed across many western U.S. cities is that with a severe deficit of housing supply, particularly affordable units, the addition of an economic trigger such as a major transportation investment gentrifies and changes communities. Historically marginalized communities are finding themselves further away from neighborhoods with a plethora of transportation options as well as access to numerous jobs and community places. The result has created further stress on the transportation system to serve displaced historically marginalized communities. Portland is not immune to these trends. Overtime, former ethnic and new immigrant neighborhoods near the region's core with great access have gentrified displacing a number of communities which have an established a history associated with these places. The 2040 growth centers, as appealing and desirable, are not keeping pace with a mix of affordable housing to keep existing residents while transportation investments are being made. Ultimately this creates a vicious cycle of increased transportation access to those who have the financial means to afford travel options and the benefits not born to the existing community.

The success, sustainability, and prosperity of the region relies on how well the region manages issue of displacement as infrastructure investments are made. But too often the silos of transportation and land use prevent coming to agreement on creative solutions which can mitigate and proactively address displacement. The Portland metropolitan region is renowned for breaking down the transportation and land use silo, but displacement is a pervasive challenge that requires further collaboration across disciplines and acknowledgement by all transportation professionals they are part of the solution and not an outside observer. Beyond acknowledgement, to ensure investment in the transportation system anticipate affordability impacts and the effects of displacement, the planning and implementation of transportation investments must be coordinating with the surrounding land use, taking extra care and consideration of the demographic factors in the surrounding area in evaluating the displacement risk, implement land use strategies prior to the transportation investment, engaging the historically marginalized communities at risk, and imbedding funding commitments.

***Actions to Implement Equity Policy 2:***

- Focus capital transportation investments which have proactively planned around displacement to occur as part of infrastructure investment.
  - Request how intersectional issues of housing affordability and displacement is being addressed proactively in plans and programs prior to capital investment in transportation infrastructure.
  - In compendium, look at the land use solutions and survey what is necessary in land use policy which would mitigate displacement.

**Racial and Social Equity Policies** (new)

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- Commit to building tools which can assess and monitor transportation and housing affordability issues and share the information to partners in order to help inform capital investment decisions.
- Increase the number of units of regulated affordable housing in proximity to frequent transit service and in 2040 growth centers as well as communities with rich access to travel options, jobs, and community places.

**Equity Policy 3. Focus and prioritize transportation investments that eliminate disparities and barriers for historically marginalized communities related to safety, access, affordability, and community health, with a focus on communities of color and people with low income.**

To achieve the RTP goal of equitable transportation, efforts to close the gap marginalized communities experience relative to outcomes the transportation system contributes to is vital. In focusing on reducing the disparities gap, the most progress can be made and resources be deployed more effectively. To focus on eliminating disparities is a paradigm shift in current practices of transportation and means approaching transportation plans, programs, policies and investments under the lens of fairness rather than equality. While there is a desire to see the benefits and impacts of transportation distributed equally across everyone, an approach which does not intentionally focus on equitable outcomes does not help close the disparities gap caused by a pervasive system which erected barriers and separated the level of benefit for certain communities over others. Eliminating the disparities gap is also a long-term commitment and significant undertaking as no one project can undo system-wide disparities which have been compounded over years. Nonetheless, in focusing on eliminating the disparities brought on by the transportation system's development and operation, not only will historically marginalized communities see the benefits, but the region will see benefits spread across all communities.

To begin to focus on the disparities gap, it is imperative for marginalized communities to provide the direction and prioritization of which disparities to tackle first and the best methods to do so. Through the development of the 2018 RTP, engagement with historically marginalized communities and through a retrospective process elevated the need for the transportation system to provide greater accessibility, be safer for all users, be more affordable for users, and finally not detriment the health and well-being of all communities, but particularly historically marginalized communities as they have shouldered the brunt of environmental impacts. As a starting point and a way to begin focusing on addressing the disparities gap immediately, an intentional focus is necessary with the prioritization of the allocation of resources to focus on those outcomes that marginalized communities have identified as the priorities for their communities and within their communities in the near and the long-term. This should also be done with continual engagement to reflect new priorities or other unforeseen issues.

***Actions to Implement Equity Policy 3:***

- Commit to and focus on addressing the disparities gap for historically marginalized communities systematically to understand the progress in which transportation alleviates.
  - Define a way of measuring and tracking progress to understand how effectively disparities are being addressed.

**Racial and Social Equity Policies** (new)

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- Actively question how the plan, program, policies, strategies, or action being undertaken contributes to the reduction and elimination of the disparities gap.
- Actively recognize and put aside implicit partialities and biases.
- More specifically for the outcomes of safety, access, affordability, and public health, prioritize the following:
- Among the multiple priorities for the region's transportation system, prioritize and advance the equity elements of the priority. For example, in looking at a transportation investment focused on safety, advance the element which would benefit communities of color over a general safety benefit.
  - Prioritize building out the active transportation infrastructure network in areas where there are gaps and deficiencies. Focus on completing gaps in communities of color as a means of prioritizing equity. This includes advancing the completion of access to transit in historically marginalized communities.
  - Advance the implementation of the Regional Travel Options strategic plan, including the new Safe Route to School program, with emphasis to support new partnerships with organizations that serve historically marginalized communities.
  - Prioritize the safety of the transportation system, especially in historically marginalized communities, but focus on addressing the systemic safety issues on high injury corridors which traverse historically marginalized communities. Focus on increasing safety in high-risk locations and on high injury corridors which coincide with higher residential concentrations of historically marginalized communities.
- Focus on different transit solutions which serve historically marginalized communities.
  - This may include creative solutions such as community and job connector shuttle services.
  - Focus increases in service on transit lines which serve a significant portion of historically marginalized communities.
  - While not the most productive and efficient, consider coverage transit service routes to support historically marginalized communities as they navigate the shifting housing affordability dynamics .
  - Support special needs transportation providers.
- Complement affordable housing and transit-oriented development to support the integration of land use and transportation where historically marginalized communities have the ability to benefit.
  - Ensure the long-term sustainability of program which make transportation affordable, including the adult low-income fare and student pass programs on transit.
  - Complement and cross-implement the strategies in the *Coordinated Transportation Plan for Seniors and People with Disabilities* in Appendix X.



**Racial and Social Equity Policies** (new)

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**Equity Policy 4. Use inclusive decision-making processes that provide meaningful opportunities for communities of color and other historically marginalized communities to engage in the development and implementation of transportation plans, projects and programs.**

To achieve an equitable transportation system which eliminates the disparities gaps and barriers experienced by marginalized communities, a meaningful and inclusive decision-making process is critical to understand the perspectives and experiences of historically marginalized communities and build plans, projects, and programs to address these perspectives and experiences. Meaningful and inclusive engagement takes a significant effort and relies on building relationships and trust with members of marginalized communities, which is a significant change from the conventional practices of public involvement in the transportation sector, which places barriers to being involved. Engagement and inclusion is part of embedding equity by allowing for marginalized communities to be seen, heard, and allow for their needs and priorities to influence the decision-making process.

***Actions to Implement Equity Policy 4:***

- Shift the burden of outreach and engagement away from the marginalized communities.
  - Transportation professionals should look to reduce the barriers for marginalized communities to participate and reach out to marginalized communities at a meaningful opportunities to shape and influence transportation plans, policies and program (and not at a perfunctory time).
- Consider resourcing an on-call contract of community outreach liaisons who are trusted members of historically marginalized communities and help facilitate relationship-building, conversations, and meaningful engagement.

**Equity Policy 5. Use engagement and other methods to collect and assess data to understand the transportation-related disparities, needs, and priorities of communities of color and other historically marginalized communities.**

To understand the transportation disparities, needs, gaps, and priorities of historically marginalized communities, particularly communities of color, conventional practices of data collection and analysis does not capture and articulate the nature of disparities experienced by different marginalized communities. While national datasets or statewide statistics are able to provide the picture of disparities, to address the disparities gap fully, the lacking data and information gaps at a localized level impacts the ability to assess the performance of transportation plans, programs, and policies on the outcomes and priorities identified historically marginalized communities.

The need to collect more disaggregated data with confidence at a localized scale gives the ability to look in-depth at localized conditions on key transportation outcomes identified by historically marginalized communities – affordability, safety, access, and environmental health – is necessary to understand the current level of disparities and establish an appropriate baseline. Until the data need is fulfilled, it is imperative to supplement data collection and assessment with engagement to gather the qualitative information directly from historically marginalized communities. The information collected helps to better represent and articulate the disparities experienced and needs of historically marginalized communities to help bring focus.

**Racial and Social Equity Policies** (new)

May 14, 2018

Additionally, in supplementing engagement as part of data collection, the process helps to confirm needs, gaps, and deficiencies which may have already been identified. In facilitating greater attention to data collection and assessment focused on the needs and priorities of historically marginalized communities, particular communities of color, transportation professionals have further ability and information to plan, program, and implement strategies or actions which can better address the priorities and needs.

***Actions to Implement Equity Policy 5:***

- Collect data in a manner which facilitates looking at outcomes with an equity lens.
  - Collect localized disaggregated data.
  - Emphasize collecting as much qualitative data as quantitative data.
  - Collect data that is meaningful to historically marginalized communities.
- Appropriately resource data collection and assessment to focus on outcomes with an equity lens.
  - Acknowledge and recognize data collection and assessment methods will be unfamiliar and new for many project managers and likely to be a necessary, but challenging to break convention
- Appropriately resource the development of a disparities baseline looking at measures of affordability, safety, access, and environmental health to understand the disparities gap between historically marginalized communities, in particular people of color.
- Conduct meaningful engagement with historically marginalized communities to supplement and help confirm what the data maybe saying.

**Equity Policy 6. Evaluate transportation plans, policies, programs and investments to understand the extent to which transportation-related disparities and barriers experienced by communities of color and other historically marginalized communities are being eliminated**

To know and to be accountable as to whether transportation plans, programs, policies, and strategies are making progress towards eliminating the disparities gap, particularly in access, safety, affordability, community health, and any other transportation-related priority identified by historically marginalized communities, evaluation under the lens of what disparities the plans, policies, programs, and strategies address is just as crucial as engagement, prioritization, and mitigation. The assessment process helps to understand effectiveness, progression, monitoring and accountability in achieving the equitable transportation and other associations RTP goals and objectives. Evaluation also provides transparency towards what to expect as a result.

***Actions to Implement Equity Policy 6:***

- Resource an evaluation methodology development appropriately.
  - Recognize the potential and the necessity to disaggregate and evaluate system-wide as well as by individual project or program.
  - Let the evaluation be led, guided, and verified by historically marginalized communities and their lived experiences.
  - Ground truth evaluation results through engagement.
- Be willing to use non-standard forms of evaluation.
  - Clearly state assumptions and recognize what the method may be testing and the limitations of the evaluation.

**Racial and Social Equity Policies** (new)

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- Set up a long-term feedback loop of evaluation and monitoring.
  - Evaluate at each stage and monitor whether projected outcomes are coming to fruition and/or whether plans, policies, programs and strategies may need additional mitigations or a course correction.

**Equity Policy 7. Support family-wage job opportunities and a diverse construction workforce through inclusive hiring practices and contracting opportunities for investments in the transportation system.**

The construction industry has seen tremendous growth in the last ten years and is one of the fastest-growing industries in recent years, outpacing the rest of the economy. The median wage for construction occupations is higher than the median wage across all sectors in the Portland metro region. It is one of the remaining sectors where you can make a living-wage income without a higher education degree. Yet the industry has an aging workforce and with continued growth, this creates an opportunity to link the region's unemployed and underemployed to apprenticeship programs that lead to careers in the industry. Construction has historically been a racially homogenous industry yet labor market data indicates a shortage in skilled talent. Diversifying the construction workforce will not only help create a stronger supply of needed workers for the industry, it will also directly address issues of poverty and economic mobility within communities of color and working families in the region.

Transportation infrastructure projects, in particular, can have a big impact on promoting equitable growth in the region's economy by providing job opportunities for people of color in the construction trades. While federal and state laws have provisions which facilitate greater access for minority, women-owned, and disadvantaged businesses (MWDDBE) to be part of these contracting and construction opportunities, the construction industry has a workforce which is not reflective of demographics yet it remains a sector that can provide access to living-wage careers for historically marginalized communities, particularly communities of color.

The RTP, as a long-range transportation blueprint for the capital investments needed to accommodate existing needs and future populations and employment growth. An emphasis on the construction workforce is relevant to building out the transportation system equitably and making progress towards reducing the disparities seen among historically marginalized communities in terms of living-wage career opportunities and longer-term income stability and affordability. By focusing public investments to advance contracting and workforce equity in the construction trades, transportation infrastructure projects can help mitigate wealth disparity gaps experienced by historically marginalized communities.

***Actions to Implement Equity Policy 7:***

- Formalize reporting of minority, women-owned, and disadvantaged businesses construction contracts and workforce diversity utilization on all Metro-funded transportation projects.
- For transportation investments programmed within the MTIP, particularly as part of the construction phases, request from partners information about minority, women-owned, and disadvantaged business contracting and workforce diversity utilization.

**Racial and Social Equity Policies** (new)

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- Through partnership with Metro’s Diversity, Equity, and Inclusion program, provide information and resources to partners on ways to support and advance equity in contracting and workforce.
- Develop mechanisms to incentivize partners to pursue recruitment and retention strategies on transportation projects that help grow and diversify the construction workforce.
- Encourage apprenticeships as part of contracts.
- Partner with workforce development organizations to improve outreach, share information and leverage resources that support and grow a diverse construction workforce and contracting community.

**Emerging Technology Policies** (new)

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**3.X.X Emerging Technology Policies****What is Emerging Technology?**

Over the past decade, a number of new developments in technology have begun to reshape the way that people travel. Over three-quarters of adults now own a smartphone, often including apps that provide instant access to information on travel choices. A number of new ridehailing, carshare, rideshare, and bikeshare services combine smartphones with social networking, online payment, and global positioning systems to connect people with vehicles and rides. Most auto manufacturers now offer hybrid or electric vehicles, and the cost of these vehicles has been falling, giving more people access to clean transportation options. Soon, vehicles that drive themselves will hit our streets, and could dramatically transform our relationship with cars.

There are so many new technologies shaping transportation that we need a new vocabulary to describe them. We use the blanket term **emerging technology** to encompass all of these new developments, including:

- Advances in vehicle technology, such as **automated vehicles (AVs)** that operate independently of any input from a human driver, **connected vehicles (CVs)** that communicate with each other or with traffic signals and other infrastructure, and electric vehicles that use electric motors instead of or in addition to gasoline-powered motors.
- **New mobility services** that use smartphones and other new technologies to connect people with vehicles and rides. These services include **transportation network companies (TNCs; also known as ridehailing or ridesourcing)** like Uber and Lyft that connect passengers with drivers who provide rides in their personal vehicles; **car share** services such as Car2Go, ReachNow, ZipCar, and Turo that allow people to rent a nearby vehicle for short trips, **bike share** systems like BIKETOWN that make fleets of bicycles available for short-term rental; and **microtransit** services that tailor routes to customers' travel needs and operate vans or small buses.
- **Traveler information and payment** services that help people compare different ways of getting around (such as moovel and Google Maps), get detailed information on their mode of choice (TransitApp, Ride Report, Waze), track and share their trips (Strava, MapMyWalk), and pay for trips (TriMet's Tickets app).

**Why is it important to plan for emerging technology?**

Technology is already transforming how we travel in the Portland region. Uber and Lyft, which began serving several cities in the region in 2014, have spurred some of the most visible changes. In the city of Portland, these services now carry far more people in Portland than taxis do, and provided over 10 million rides in 2017. Across the region, 36 percent of the region's residents have used TNCs, mostly for occasional recreational trips or travel to the airport, but there are signs that Uber and Lyft are becoming increasingly critical modes

**Emerging Technology Policies** (new)

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of transportation. Since Metro last asked people about their travel choices in 2014, the percentage who say they would use Uber, Lyft, or a taxi for their commute if they didn't have a car has quintupled, rising from 3 to 16 percent. Meanwhile, the percentage of those who say they would ride transit, carpool, bike, walk or take car share instead of driving fell—particularly for transit, which dropped from 47 to 29 percent. Other new mobility services are growing as well. Car share services now operate over 1,000 vehicles in the region, and the City of Portland's bike share system, BIKETOWN, launched in July 2016, and carried over 300,000 trips in its first year. There are also over 100,000 electric vehicles registered in the state, with the majority located in the Portland region. The rapid growth of these new options is only a prelude to the transformative changes that will occur when automated vehicles arrive on our streets.

**3.X.X.X Emerging Technology Strategy**

Metro's Emerging Technology Strategy outlines actions to harness the growth and advancement in technology to create a more livable and equitable region. We can already see how technology is impacting our communities, sometimes for better and sometimes for worse. Many of us now enjoy access to convenient new options, but communities of color and other historically marginalized communities are not getting their fair share of the benefits of innovation. Marginalized people face multiple barriers to using new mobility services, including lack of access to the internet or a bank account, cultural or linguistic barriers, challenges finding wheelchair accessible vehicles, high costs, and discrimination from drivers or companies. A growing body of research also finds that new mobility services draw people away from transit, and that TNCs increase vehicle miles traveled and congestion. This affects everyone who is struggling to get where they need to go on our increasingly congested streets. Metro and our partners need to engage with emerging technologies to make sure that new services meet the needs of everyone and create better options for everyone, including pedestrians, bicyclists, and transit riders.

Even more importantly, we to prepare for more sweeping changes to come. Within the next five years—and potentially even the next two years—the first generation of AVs (which will also be EVs) will hit our streets, likely deployed by TNCs and freight companies. As the cost of service falls, TNCs will become a more popular option in smaller cities and suburban areas, and become more widely-used for everyday trips in regional centers. Over the longer term, emerging technologies will likely affect every one of our regional goals, but it's too soon to say whether the impacts will be positive or negative. Instead, we need to anticipate both the promise and the peril posed by emerging technologies so that we can start working today to guide our region toward positive outcomes.

**Figure 3.X** summarizes how emerging technologies could support or undermine each of our regional goals, as well as the time frame over which impacts are likely to occur.

**Emerging Technology Policies** (new)

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**Figure 3.X How emerging technologies could impact our regional goals**

<b>Goal</b>	<b>Promise</b>	<b>Peril</b>
Vibrant communities	We have more space for people instead of vehicles, particularly in regional centers.	We prioritize moving automated vehicles efficiently over creating space for people. The increased convenience of driving creates less development in regional centers and more in communities outside of the metropolitan area.
Prosperity	New mobility companies bring new jobs to the region, and people are able to spend more time working or at home with families and friends instead of sitting in traffic.	Automation eliminates thousands of jobs, and productivity only increases for people who can do their work from a vehicle.
Choices	New shared services arise, carpooling becomes easier, and transit becomes more efficient.	Driving alone becomes more convenient and new services compete with transit instead of increasing options overall.
Congestion	Congestion falls as autonomous vehicles use roadway space more efficiently, carpooling becomes easier, and transit becomes more efficient.	Congestion increases as driving becomes more convenient, vehicles travel more to move fewer people, there are more conflicts in high-demand areas, and delivery vehicles clog local streets.
Safety	Autonomous vehicles eliminate crashes due to human error.	More pickups and drop-offs create curbside conflicts, and the transportation system is vulnerable to cyberattacks.
Environment	Vehicles become cleaner and more efficient.	Vehicle miles traveled increase, offsetting the benefits of cleaner vehicles, and increased sprawl places pressure on farmland and natural areas.
Health	Cleaner vehicles mean less pollution and better air quality, and bike share provides another active transportation option.	People live more sedentary lifestyles as driving becomes more convenient and new modes compete with transit, bicycling and walking.
Equity	People who cannot or do not drive have more choices, and these choices become more affordable as technology advances.	New services focus on giving affluent riders better service at a higher cost, while others face barriers to accessing new technologies and services.
Fiscal stewardship	Technology enables more cost-effective pricing, management and operation of the transportation system.	The gas tax and other key sources of transportation revenue dwindle.
Accountability	Collecting transportation data becomes more efficient.	New mobility companies withhold data from public agencies and resist oversight.

Source: Emerging Technology Strategy, Metro

The Emerging Technology Strategy policy framework guides Metro and our partners in navigating sweeping and unpredictable change while focusing on the near-term steps we need to take to address the most pressing issues presented by technology. It includes:

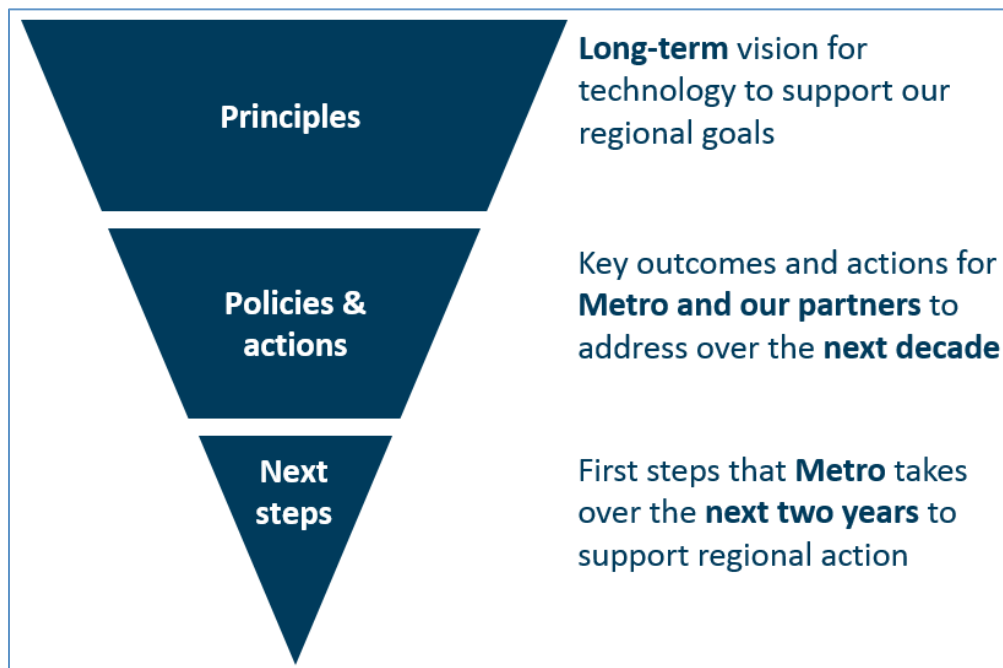
**Emerging Technology Policies** (new)

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**Principles** that outline a long-term vision for how emerging technologies can support our regional transportation goals. Principles guide Metro and our partners our technology-related planning efforts, pilot projects, and partnerships.

**Policies and actions** that describe how Metro and our partners should respond to technology in the next decade. Policies describe the outcomes that we want to achieve; actions are steps that we can take to achieve those outcomes.

**Next steps**, which are in the Implementation chapter, outline the actions that Metro will take in the next two years to help advance the region’s work on emerging technologies.



Emerging Technology Strategy policy framework

Source: Emerging Technology Strategy, Metro

**3.X.X.X Emerging Technology Principles**

**Vibrant communities:** Emerging technology supports our regional land use vision and enable communities to devote more space to places for people.

**Prosperity:** Workers whose jobs are impacted by automation find new opportunities, and emerging technology creates more efficient ways to meet the transportation needs of local businesses and workers.

**Choices:** Emerging technology provides new travel options throughout the region while supporting transit, bicycling and walking.



**Emerging Technology Policies** (new)

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**Congestion:** Emerging technology reduces congestion by promoting shared trips, decreasing vehicle miles traveled, minimizing conflicts between modes and managing demand.

**Safety:** Emerging technology reduces the risk of crashes for everyone, avoids conflicts with other modes and protects users from data breaches and cyberattacks.

**Environment:** New mobility services use vehicles that run on clean or renewable energy.

**Equity:** New mobility services are accessible, affordable and available for all and meet the transportation needs of communities of color and historically marginalized communities.

**Fiscal stewardship:** Emerging technology companies and users contribute their fair share of the cost of operating, maintaining and building the transportation system, and new technologies make it possible to collect transportation revenues efficiently and equitably. Public agencies leverage market competition and test new approaches before full implementation to get the best return on public investments.

**Accountability:** Companies and public agencies collaborate and share data to help make the transportation system better for everyone.

**3.X.X.X Emerging Technology Policies**

<b>Policy 1</b>	Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.
<b>Policy 2</b>	Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.
<b>Policy 3</b>	Use the best available data to empower travelers to make the travel choices and to plan and manage the transportation system.
<b>Policy 4</b>	Advance the public interest by anticipating, learning from and adapting to new developments in technology.
<b>Policy 5</b>	Prioritize technology projects, policies and partnerships that align with Metro's Emerging Technology Strategy Principles and the RTP Goals.

**Emerging Technology Policy 1. Make emerging technology accessible, available and affordable to all, and use technology to create more equitable communities.**

Metro and its partners are responsible for ensuring that the transportation system serves all people, particularly those in the greatest need. In particular, we know that communities

**Emerging Technology Policies** (new)

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of color often face the most significant barriers to accessing our transportation system; if we can reduce the barriers that these communities face, we improve access to the transportation system for all residents. New mobility services have the potential to bring more flexible transportation options to marginalized communities, but not everyone can access these services. Communities of color face the threat of discrimination from drivers or companies, some older adults and people who speak limited English aren't able to use apps, many low-income people cannot afford costly data plans or lack access to bank accounts and people in wheelchairs often struggle to find accessible shared vehicles. If we can remove these barriers, we can bring better transportation choices to night shift workers, people with disabilities, people who are displaced to areas that lack frequent transit service and others. We will use new mobility services to fill these equity gaps while helping transportation workers who see their jobs threatened by automation transition to new roles.

**What happens if we act**

- It is easier for historically marginalized people to get where they need to go, especially when other options aren't available.
- Transit, which is the most affordable and accessible way to travel, thrives.
- Transportation workers find jobs in the new transportation system.

**What happens if we don't**

- There are more choices for those who can afford them.
- Transit dwindles, especially in the communities that need it the most.
- Historically marginalized communities are left behind as the economy changes.

**Implementation actions**

Partner with historically marginalized communities to identify barriers to accessing emerging technologies, understand the impact that new mobility services are having on displacement and transportation access, and develop solutions. (Metro, cities and counties, transit agencies)

Enable all people – regardless of race, age, language and culture, immigration status, banking status, and digital access – to access new mobility services. (Metro, cities and counties, transit agencies)

Develop standards for wheelchair accessibility and service equity for new mobility services. (Metro, cities and counties, transit agencies)

Create affordable payment options to help low-income people access new mobility services that meet their transportation needs. (Metro, cities and counties, transit agencies)

Use new mobility services to connect historically marginalized communities to transit stations and to employment centers, community services and other destinations that are not well-served by transit. (Cities and counties, transit agencies)

**Emerging Technology Policies** (new)

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Use technology to improve paratransit and human service transportation. (transit agencies)

Develop programs to help transportation workers whose jobs are affected by automation find new opportunities. (Transit agencies)

**Emerging Technology Policy 2. Use emerging technology to improve transit service, provide shared travel options throughout the region and support transit, bicycling and walking.**

Emerging technologies have already given people in our region new ways to get around, whether by taking car or bike share, hailing a ride with a TNC, or simply making it easier for people to learn about and pay for transit. However, new mobility services are concentrated in communities where it is already easy to take transit, walk and bike, which creates more congestion and pollution by attracting people away from more efficient modes and clogging streets with vehicles looking for passengers. In order to make the most of emerging technologies’ potential to reduce congestion and pollution, improve safety and support vibrant communities, we need to use these technologies to help people to connect to transit, share trips with other travelers or leave their cars at home. We will prioritize and invest in the applications of emerging technologies that move people most efficiently and continue to improve convenience and safety for transit riders, pedestrians and bicyclists. This is part of a broader effort, reflected throughout the 2018 update to the Regional Transportation Plan, to improve transit service and create safer, better facilities for bicyclists and pedestrians.

**What happens if we act**

- New mobility services thrive side-by-side with transit, bicycling, and walking.
- We move more people in fewer vehicles.
- Congestion and emissions fall.
- The entire region enjoys new ways to travel.

**What happens if we don’t**

- New mobility services compete and create conflicts with transit, bicycling, and walking.
- Vehicles travel more miles to move fewer people.
- Congestion and emissions rise.
- New options are concentrated in urban areas.

**Implementation actions**

Price, manage and design streets to reduce vehicle miles traveled and prioritize transit use and shared travel. (ODOT, Metro, cities and counties, transit agencies)

Design and manage the curbside to minimize conflicts between new mobility services and transit riders, bicyclists and pedestrians. (ODOT, Metro, cities and counties, transit agencies)

Support and deploy emerging technologies that reduce vehicle miles traveled by connecting people to transit or providing shared trips, particularly in communities that currently lack options. (Metro, cities and counties, transit agencies)

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Explore and pilot test technologies such as automated vehicles and dynamic routing to improve transit service. (Metro, transit agencies)

Work with travel information services to avoid routing drivers along neighborhood streets, through school zones and in other areas where bicyclists and pedestrians are vulnerable to safety risks from increased traffic. (ODOT, Metro, cities and counties)

**Emerging Technology Policy 3. Use the best available data to empower travelers to make the travel choices and to plan and manage the transportation system.**

In today’s transportation system, data is as important as infrastructure. Smartphones enable people to instantly book a transit trip or find a new route when they run into traffic, and new mobility companies use real-time data to balance supply and demand. We will make sure that high-quality data is available on all transportation options in the region and that information is presented in a way that allows travelers to seamlessly plan and book trips. We will also develop the data that Metro and our partners need to plan the transportation system – including better data on transit, bicycling, and walking as well as on new mobility options – and create systems that allow us to share data among public agencies and better manage and price travel. As we work to develop better data, we will also develop new policies around how we manage and use data so that we protect personal and competitive information and safeguard this increasingly valuable public resource.

**What happens if we act**

- People can easily compare travel options and pick the one that best meets their needs.
- We know how emerging technologies are changing transportation patterns.
- We can manage congestion as it happens. We get the best value out of public agency data.

**What happens if we don’t**

- People rely only on the options that they know or that offer flashy apps.
- We have limited insight into how our transportation system is changing.
- We are slower to respond to collisions and incidents.
- We waste resources on collecting and sharing data.

**Implementation actions**

Create or support services that allow people to compare and book travel options and multimodal trips seamlessly and competitively. (ODOT, Metro, cities and counties, transit agencies)

Modernize and share public agency data on transit service and bicycle/pedestrian infrastructure. (ODOT, Metro, cities and counties, transit agencies)

Conduct education and outreach to help travelers understand and use new mobility services that align with our principles. (ODOT, Metro, cities and counties)

**Emerging Technology Policies** (new)

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Develop data policies that ensure access to and responsible usage of public agency data. (ODOT, Metro, cities and counties, transit agencies)

Collect data, conduct research, and conduct education and outreach on usage and impacts of emerging technologies. (Metro)

Increase capacity to send data to and collect data from the roadside. (ODOT, cities and counties)

Identify data that serves the public interest and share it in a way that protects confidentiality while supporting public decision-making. (Metro)

Develop congestion pricing systems that address the impacts of emerging technologies on travel and transportation revenues and use technology to price travel more effectively and equitably. (ODOT, Metro)

**Emerging Technology Policy 4. Advance the public interest by anticipating, learning from and adapting to new developments in technology.**

Planning for a changing transportation system begins with changing how we plan. Our current planning process is designed around infrastructure projects that last for 50 years and an unchanging set of transportation services. It can take decades to plan and build a project, and once built there is little room for change. This time-intensive, risk-averse approach continues to make sense for major transportation investments, but in order to effectively plan for emerging technologies we need to give ourselves opportunities to try new approaches, learn from our experience and adapt so that we can keep up with the pace of new developments. We will also actively engage new mobility companies, alongside large employers, academics and community groups working in the technology arena, to identify opportunities to collaborate and test new ideas and turn our region into a hub for innovation.

**What happens if we act**

- We adapt to changes in technology.
- We work together with all stakeholders to identify mutually beneficial policies and projects.
- We try new ideas and learn from the results.

**What happens if we don't**

- We commit to processes, plans and projects that are increasingly out of date.
- We confront big changes with limited resources and partnerships.
- We sit on our hands because we feel like we don't know enough to act.

**Emerging Technology Policy 5. Prioritize technology projects, policies and partnerships that align with Metro's Emerging Technology Strategy Principles and the RTP Goals.**

[TEXT TO BE ADDED]

**Emerging Technology Policies** (new)

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**3.X.X.X Metro Implementation Actions**

[ADD NITRO TEXT]

Use Metro funds and leverage local dollars to support emerging technology projects that align with our principles, with particular focus on projects that meet the needs of historically marginalized communities and encourage shared trips, with a particular focus on connecting people to high-frequency transit in areas that lack good bicycle, pedestrian or local bus connections. (Metro, cities and counties)

Partner with new mobility companies, employers, researchers and community groups when developing and implementing pilot projects. (Metro, cities and counties, transit agencies)

Develop and test new data, tools, systems and models to plan, manage and price the transportation system (ODOT, Metro, cities and counties, transit agencies).

Materials following this page were distributed at the meeting.

## DRAFT TABLE OF CONTENTS

### Foreword

This section provides short introduction to the Regional Transportation Plan from Council President Hughes on behalf of the Metro Council.

### Executive Summary

This section provides an overview of the plan, how it was developed, key trends and challenges it will address and the outcomes it will deliver. The executive summary will also be produced as a standalone document.

### Chapter 1: Toward a Connected Region

This chapter introduces the greater Portland region and Metro’s role in transportation planning. The chapter discusses the role of the plan in implementing the 2040 Growth Concept and addressing state and federal requirements, and its relationship to other plans and strategies. This chapter summarizes the public process that shaped development of the plan.

- 1.1 Geographic Setting
- 1.2 Metro’s role in transportation planning
- 1.3 History of the Regional Transportation Plan
- 1.4 Relationship to Other Plans and Strategies
- 1.5 Process and Engagement Overview
- 1.6 Document Organization

### Chapter 2: Our Shared Vision for Transportation

This chapter presents the plan’s aspirational vision for the region’s transportation system. The vision is further described through goals, objectives and performance targets that reflect the values and desired outcomes expressed by the public, policymakers and community and business leaders engaged in development of the plan. This outcomes-based policy framework guides future planning and investment decisions as well as monitoring plan implementation.

- 2.1 Introduction
- 2.2 Outcomes-Focused Performance Based Planning
- 2.3 Shared Vision
- 2.4 Goals and Objectives
- 2.5 Performance Targets
- 2.6 Conclusion

### Chapter 3. Transportation System Policies to Achieve Our Vision

This chapter defines a broad range of policies for safety, equity, climate, design and emerging technology as well as the vision and policies for the modal networks of the regional transportation system – motor-vehicle, transit, freight, bike and pedestrian. The policies, if implemented, will help the region make progress toward the plan’s vision, goals and objectives for the regional transportation system. Together the policies will guide the development and implementation of the regional transportation system, informing transportation planning and investment decisions made by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

- 3.1 Introduction
- 3.2 Regional Transportation System Definition
- 3.4 Regional Network Visions, Concepts and Policies
- 3.6 Conclusion



## **Chapter 4: A Snapshot of Our Growing and Changing Region**

This chapter provides a snapshot of current regional growth trends and existing conditions and outlines key transportation challenges the plan will address. The chapter also highlights opportunities for building a regional transportation system that reflects our values and vision for the future.

- 4.1 Introduction
- 4.2 Who We Are
- 4.3 How We Get Around
- 4.4 How We Move Goods
- 4.5 How We Keep Our Environment Healthy
- 4.6 How the System Is Working
- 4.7 Challenges and Opportunities Ahead

## **Chapter 5: Our Transportation Funding Outlook**

This chapter provides an overview of local, state and federal funding expected to be available to pay for needed investments.

- 5.1 Introduction
- 5.2 Current Sources of Revenue
- 5.3 Our Current Budget for Investments
- 5.4 Conclusion: Moving Forward to Fund the Region's Priorities

## **Chapter 6: Regional Programs and Projects to Achieve Our Vision**

This chapter describes how the region plans to invest in the transportation system across all modes, with expected funding, to provide a safe, reliable, healthy and affordable transportation system with travel options.

- 6.1 Introduction
- 6.2 What Are the Region's Investment Priorities
- 6.3 Conclusion

## **Chapter 7: Measuring Outcomes**

This chapter reports on the expected system performance of the region's investment priorities and documents whether the region achieves regional performance targets in 2040.

- 7.1 Introduction
- 7.2 Performance-Based Planning and Responding to New Federal Performance Requirements
- 7.3 Transportation Equity Findings
- 7.4 System Performance Findings
- 7.5 Conclusion

## **Chapter 8: Moving Forward Together**

This chapter describes ongoing and future efforts aimed at coordinating transportation planning, analysis and monitoring at all levels of government to implement the RTP. The chapter identifies local and regional planning efforts needed to address unresolved transportation needs and issues identified through the 2018 RTP update. The chapter describes major project development activities underway in the region. The chapter discusses how the plan can be amended between scheduled updates. The chapter discusses the role of the State Transportation Improvement Program and Metropolitan Transportation Improvement Program (MTIP) and Regional Flexible Funds Allocation

process in implementing the RTP. The chapter identifies data and research activities needed to support on-going regional performance-based transportation planning, analysis, monitoring and reporting.

**8.1 Introduction**

**8.2 Updates and Amendments to the Regional Transportation Plan**

*This section summarizes federal and state requirements for preparing and updating the Regional Transportation Plan and the process for making revisions to the plan between scheduled updates.*

**8.2.1 Federal requirements**

- MAP-21 and FAST Act
- Metropolitan performance-based planning
- National goals
- Federal planning factors

**8.2.2 State requirements**

- Consistency with Oregon Transportation Plan and state policy plans
- Statewide planning goals
- Oregon Transportation Planning Rule
- Metropolitan Greenhouse Gas Reduction Targets Rule

**8.2.3 Update Process**

- Scheduled plan updates
- Amendments between scheduled updates
  - Determination of consistency and fiscal constraint
  - Public engagement
- Role of regional functional plans (Regional Transportation Functional Plan and Urban Growth Management Functional Plan)

**8.2.4 Ongoing Monitoring and Reporting**

- Climate Smart Strategy Monitoring and Reporting
- MAP-21/FAST Act Reporting
- TPR and ORS required monitoring and reporting
- State Implementation Plan (SIP) monitoring

**8.3 Planning and Programs**

*This section summarizes local, regional and state planning and programs that advance implementation of the plan.*

**8.3.1 Local Implementation**

- Transportation System Plan updates
- Modal and topical plans
- Concept planning for urban reserves
- Subarea plans
- Land Use and Comprehensive Plan updates
- Safety Action Plans

**8.3.3 Regional Planning and Programs**

- Summary of ongoing regional programs that provide a combination of grants, technical assistance and planning support that implement the RTP, including freight, active transportation, motor vehicle, transit, safety, transit-oriented development, travel options, Safe Routes to School, shared mobility, emerging technology, and Investment areas.

**8.3.4 Region-wide Planning**

Summary of region-wide planning work anticipated in the next 5 years:

1. Transit Service Planning
2. Regional Mobility Policy Update
3. Jurisdictional Transfer Strategy for State Arterials (Regional and District Highways)
4. Transportation System Management and Operations Strategy Update
5. Enhanced Transit Concept Pilot Program
6. Central City Transit Capacity Analysis
7. Regional Congestion Pricing Technical Analysis
8. Emergency Transportation Routes Project
9. Regional Freight Delay and Commodities Movement Study
10. Regional Freight Rail Study

Other longer-term region-wide planning work carried forward from 2014 RTP:

11. Regional Bridges Funding Strategy
12. Parking Management Policy Update
13. Green Corridor Implementation

**8.3.5 Multimodal Corridor Refinement Planning**

1. Mobility Corridor #2, Portland Central City to Tigard, which includes I-5 south and Southwest Corridor Plan area
2. Mobility Corridor #3, Tigard to Wilsonville, which includes I-5 south
3. Mobility Corridor #4, Portland Central City Loop, which includes I-405 loop
4. Mobility Corridors #7, 8 and 9, Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205 corridor
5. Mobility Corridor #14 and 15, Beaverton to Forest Grove, which includes Tualatin Valley Highway
6. Mobility Corridors #13, 14 and 16, Hillsboro to Portland, which includes US 26 and US 30 (new)
7. Mobility Corridors #23 and 24, Clackamas to Fairview/Wood Village/Troutdale, which includes OR 212 and Sunrise Corridor (new)

*Note: These may be updated and others may be identified based on Regional Mobility Policy update identified in Section 8.3.4.*

## **8.4 Projects**

*This section summarizes major project development activities and the allocation of federal transportation funds to implement projects in the RTP at the regional and state level.*

### **8.4.1 Major Project Development**

1. I-5/Columbia River Crossing Project
2. Sunrise Corridor Project
3. Division Transit Project
4. Southwest Corridor Transit Project
5. MAX Red Line Improvements Project
6. I-5/Rose Quarter Project
7. OR 217
8. I-205 South Corridor Project
9. I-205/Abernethy Bridge Project

### **8.4.2 Metropolitan Transportation Improvement Program**

- Role of Metropolitan Transportation Improvement Program and State Transportation Improvement Program in implementing the RTP
  - Allocation of federal funds by administering agencies (ODOT, SMART, TriMet)
  - Metro's Regional Flexible Funds Allocation Cycles
- Determination of consistency and fiscal constraint

## **8.5 Data and Tools**

*This section summarizes data and tools to address existing and emerging planning and policy priorities and innovative practices in transportation planning and analysis and ensure that the region has the resources to fulfill its transportation performance measurement and reporting responsibilities.*

### **8.5.1 Data Collection and Coordination**

1. Growth Data
2. Travel Activity Data
3. Transportation Safety Data
4. Multi-modal Network Data

### **8.5.2 Analysis Tool Maintenance and Enhancement**

1. Growth Forecast Products
2. Growth Forecast Tools
3. Travel Model Tools

### **8.5.3 Analysis Tool Development**

1. Regional Activity-based Travel Model
2. Regional Freight Model
3. Multi-Criterion Evaluation (MCE) Toolkit
4. Housing and Transportation Cost Expenditure Tool
5. Safety Analysis tools
6. Economic Value Atlas
7. Mobility Atlas
8. State of the Centers Context Tool
9. Project Evaluation Criteria

### **8.5.4 Monitoring and Reporting Tools**

1. Monitoring Data and Information Systems

2. Congestion Management Program Data Collection and Monitoring

**8.6 Conclusion**

*This section summarizes key takeaways from the chapter.*

**Acronyms**

**Glossary**

**Acknowledgements**

**APPENDICES**

- Appendix A. 10-year Constrained Priorities – 2018 to 2027 Constrained Project List
- Appendix B. Long-Term Constrained Priorities – 2028 to 2040 Constrained Project list
- Appendix C. Additional Priorities – 2028 to 2040 Strategic Project list
- Appendix D. Public and Stakeholder Engagement and Consultation
- Appendix E. Environmental Justice and Title VI Assessment for the 2018 RTP
- Appendix F. Environmental Assessment for the 2018 RTP
- Appendix G. Coordinated Transportation Plan for Seniors and People with Disabilities (adopted in June 2016 by the TriMet Board)
- Appendix H. Climate Smart Strategy Monitoring Report
- Appendix I. Congestion Management Data Collection and Monitoring Process
- Appendix J. RTP Performance Targets
- Appendix K. Financial Strategy Documentation
- Appendix L. RTP Amendment Process - Request Form and Checklist
- Appendix M. Regional Analysis Tool Documentation
  - Travel Model Assumptions
  - Adopted Land Use Forecast and TAZ Assumptions

**TOPICAL AND MODAL PLANS AND SUPPORTING DOCUMENTS\***

- Regional Transportation Safety Strategy (scheduled for adoption in Dec. 2018)
- Metro State of Safety Report (completed in Jan. 2018)
- Regional Emerging Technology Strategy (scheduled for adoption in Dec. 2018)
- Regional Freight Strategy (scheduled for adoption in Dec. 2018)
- Regional Transit Strategy (scheduled for adoption in Dec. 2018)
- Southwest Corridor Project Locally Preferred Alternative (scheduled for adoption in Oct. 2018)
- Regional Travel Options Strategy (scheduled for adoption in May 2018)
- Portland Region 2016 Traffic Performance Report (prepared by ODOT Region 1 in June 2017)
- Division Transit Project Locally Preferred Alternative (adopted in June 2017)
- Climate Smart Strategy (adopted in Dec. 2014)
- Regional Active Transportation Plan (adopted in July 2014)
- East Metro Connections Plan (adopted in June 2013)
- Regional Transportation System Management and Operations Strategic Plan (adopted in Aug. 2010)
- Sunrise Project Locally Preferred Alternative (adopted in July 2009)
- I-5/Columbia River Bridge Replacement Locally Preferred Alternative (adopted in July 2008)

\* Supporting documents were adopted by the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT), unless otherwise noted.



Metro

# 2018 Regional Transportation Plan Policy and Implementation

MTAC | May 16, 2018

# Today's purpose



Seek additional feedback on:

- Updated system policies
- Draft policy sections for safety, equity and technology
- Updated post-RTP planning activities

# RTP document under development

## **Executive Summary**

**Chapter 1:** Toward A Connected Region

**Chapter 2:** Our Shared Vision for Transportation

**Chapter 3:** Transportation System Policies to Achieve Our Vision

**Chapter 4:** Snapshot of Our Growing and Changing Region

**Chapter 5:** Our Transportation Funding Outlook

**Chapter 6:** Regional Programs and Projects to Achieve Our Vision

**Chapter 7:** Measuring Outcomes

**Chapter 8:** Moving Forward Together

**Appendices** and supporting documents



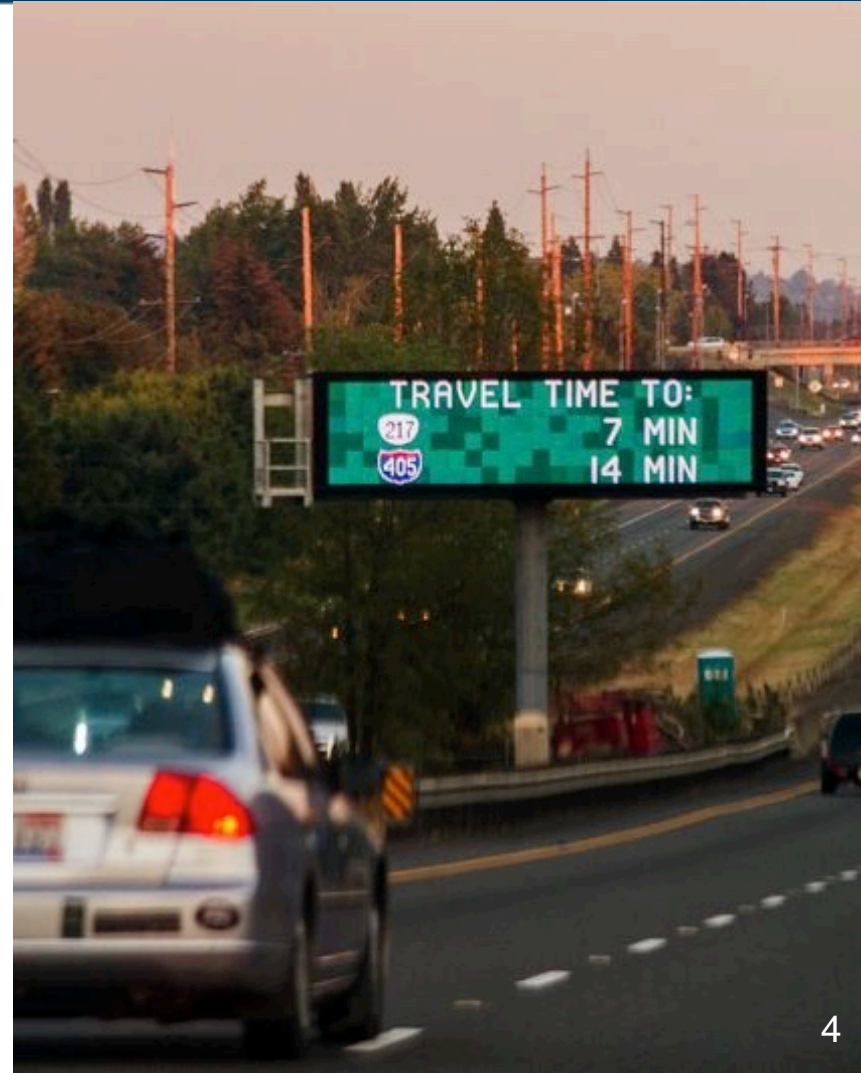
# Revisions to policies

Add **new** policies for **safety, equity** and emerging **technology**

Update existing policies to reflect **freight, transit and regional travel options strategies**

Clarify existing policies for **throughways and arterials and system management** related to safety, reliability and congestion

Minor updates to **climate smart, bike and pedestrian** policies



# Focus of new equity policies

**Prioritizing reducing disparities and barriers, particularly for people of color and people with low income**

**Evaluating transportation investments for equity benefits and impacts**

**Engaging and addressing the needs of marginalized communities in planning and implementation**

**Anticipating and minimizing displacement impacts**



# Revisions to policies for throughways and arterials

Update existing policies to clarify emphasis on **planned system, safety, connectivity, system and demand management, complete streets, and travel options** to address **congestion**

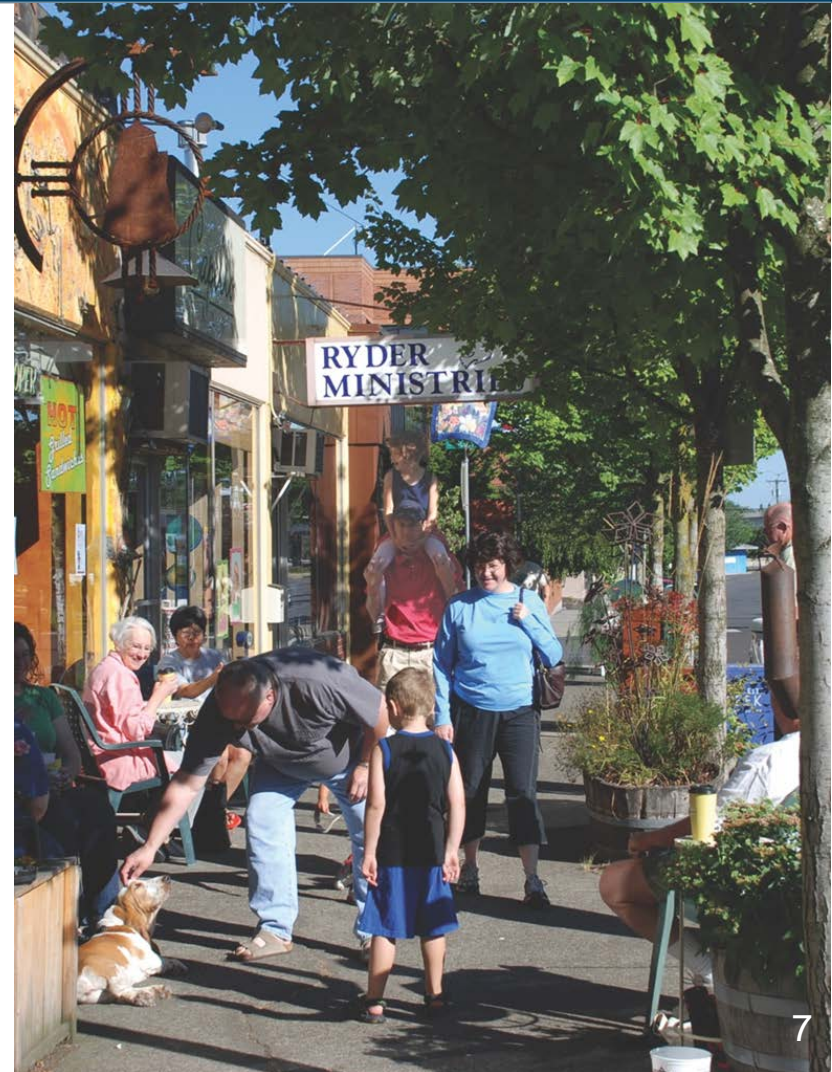
Add **new** policies to address increased focus on **safety and maintenance**



# Discussion on policies

1. Feedback on the updated system policies?
2. Feedback on preliminary draft policy sections for equity, safety and technology?

**Drafts of Chapters 2 and 3  
anticipated May 25**



# Implementation chapter



**Section 1:** Introduction

**Section 2:** Updates and Amendments to the RTP

**Section 3:** Planning and Programs

**Section 4:** Projects

**Section 5:** Data and Tools

**Section 6:** Conclusion

# Updates and Amendments to RTP

Review of Federal and State requirements

New, five-year update schedule

Process for revisions between scheduled updates

Ongoing monitoring and reporting to track progress



# Local implementation

Transportation system  
plan updates

Concept planning

Subarea and topical  
plans and studies

Land use and  
comprehensive plan  
updates



# Metro planning and programs



2040 planning and development grants



Community Placemaking grants



Regional flexible funding for transportation projects



Travel options grants



Transit-Oriented Development Program

## Grants and resources

- ✓ 2040 planning and development grants
- ✓ Community placemaking grants
- ✓ Equitable housing initiative grants
- ✓ Regional Flexible Funds Allocation
- ✓ Travel options program and grants
- ✓ System management program and grants
- ✓ Investment areas program
- ✓ Transit-oriented development program

## Technical assistance

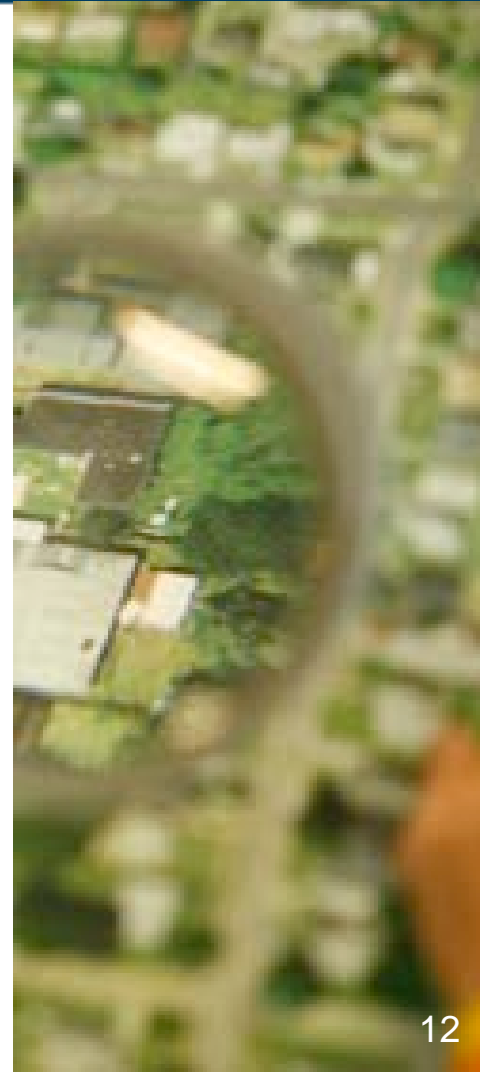
## Planning support and data



## Section 8.3 | Planning and Programs

# Region-wide planning (next 5 years)

	Lead Agency	Proposed time frame
Transit service planning	TriMet, SMART	Annual
Regional Mobility Policy Update	Metro, ODOT	2019-20
Jurisdictional Transfer Strategy for State Arterials	Metro, ODOT	2019-20
TSMO Strategy Update	Metro	2019-20
Enhanced Transit Concept Pilot Program	Metro, TriMet	2018-22
Central City Transit Capacity Analysis	Metro, TriMet	TBD
Regional Congestion Pricing Technical Analysis	Metro, ODOT	TBD
Emergency Transportation Routes Project	Metro, RPDO	2019-20
Regional Freight Delay and Commodities Movement Study	Metro, ODOT	2021
Regional Freight Rail Study	Metro, Port	2021

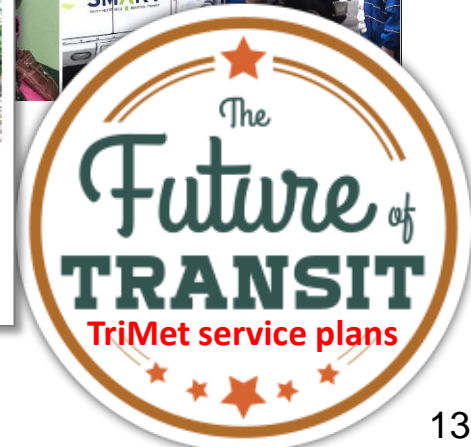


# Transit service planning

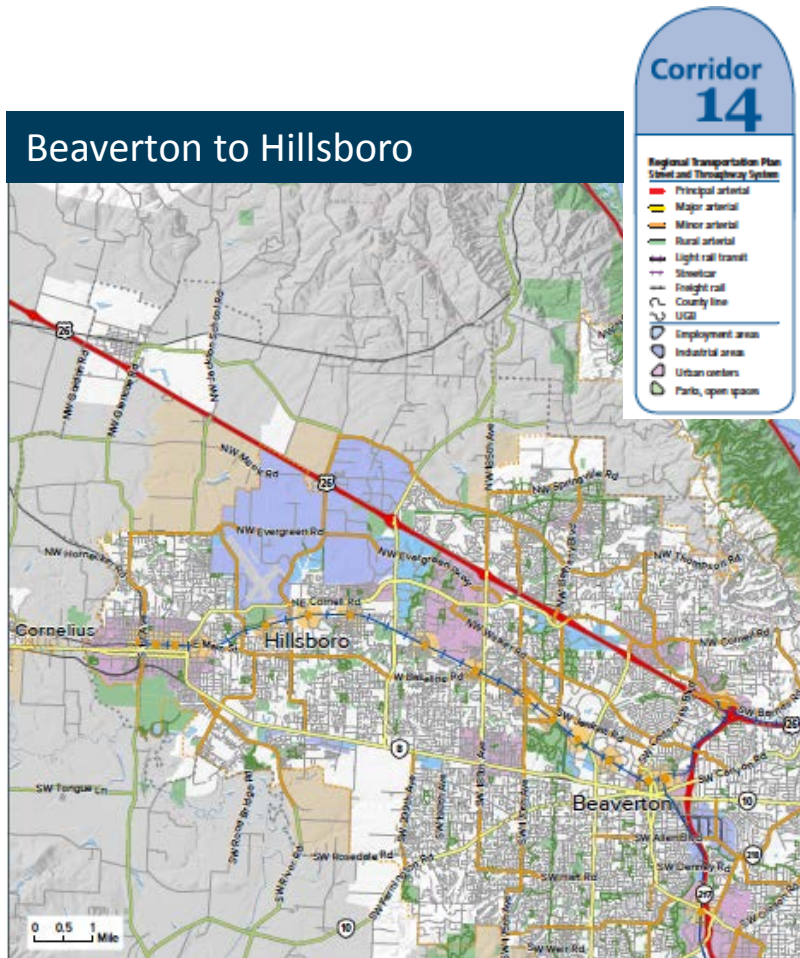
TriMet and SMART annual service planning

Ongoing coordination with Metro, ODOT, cities, counties and other transit providers

Implements RTP, Regional Transit Strategy and Coordinated Transportation Plan for Seniors and People with Disabilities



# Corridor refinement planning



Develop shared investment strategies to address unmet multimodal transportation needs within identified multimodal mobility corridors\*

Link economic development, housing and other goals with multimodal management and capital solutions

Recommend strategies and phasing to catalyze investment

\* As defined by the Transportation Planning Rule (OAR 660-012-0025)

## Section 8.3 | Planning and Programs

# Future refinement planning

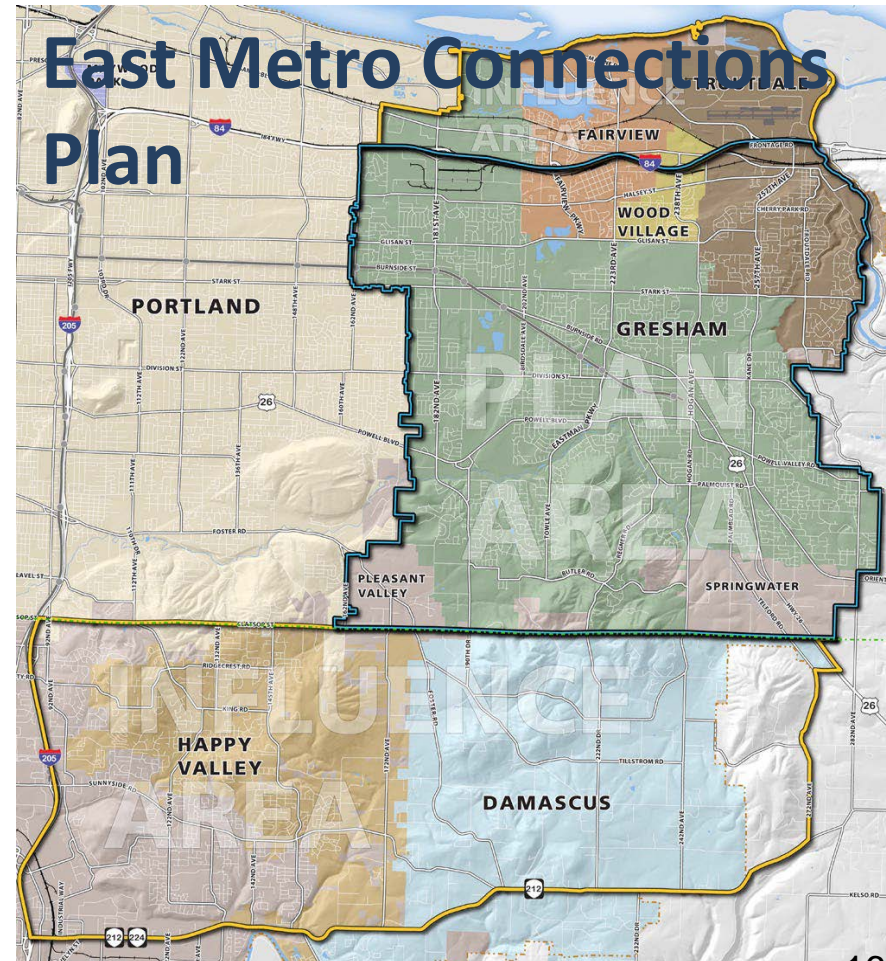
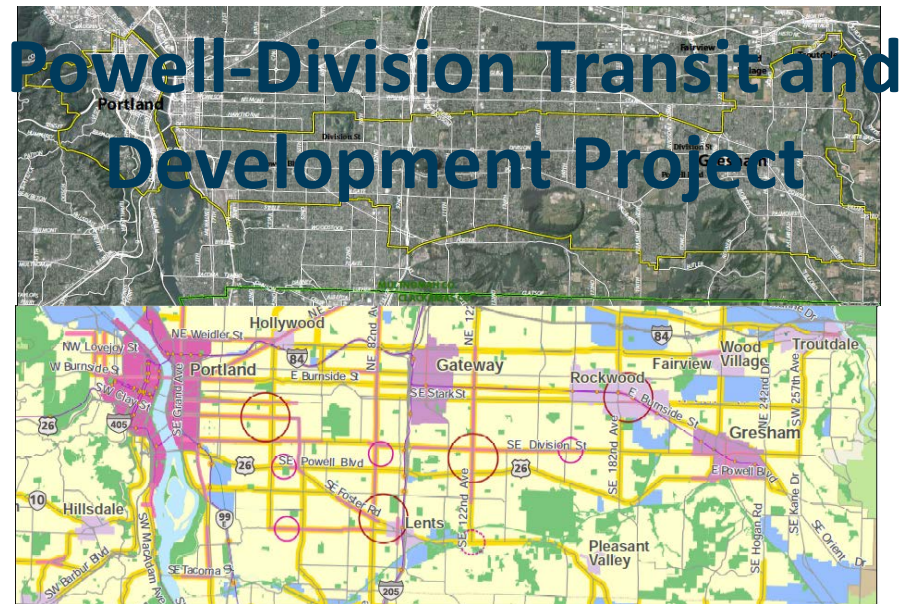
*subject to change pending regional mobility policy update*

1. Mobility Corridor #2, Portland Central City to Tigard, which includes I-5 south and Southwest Corridor plan area
2. Mobility Corridor #3, Tigard to Wilsonville, which includes I-5 south
3. Mobility Corridor #4, Portland Central City Loop, which includes I-405 loop
4. Mobility Corridors #7, 8 and 9, Clark County to I-5 via Gateway, Oregon City and Tualatin, which includes I-205 corridor
5. Mobility Corridor #14 and 15, Beaverton to Forest Grove, which includes Tualatin Valley Highway
6. Mobility Corridors #13, 14 and 16, Hillsboro to Portland, which includes US 26 and US 30 **(new)**
7. Mobility Corridors #23 and 24, Clackamas to Fairview/Wood Village/Troutdale, which includes OR 212 and Sunrise Corridor **(new)**<sup>15</sup>

# Previous refinement planning

Powell/Foster  
Corridor Plan

Highway 217  
Corridor Study



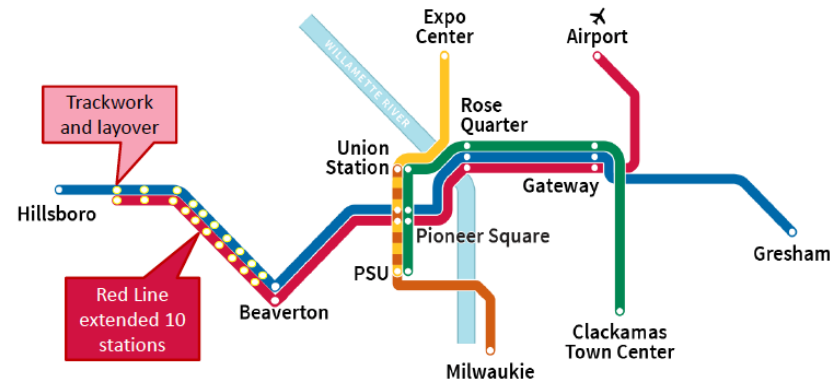
# Major project development



**I-5 ROSE QUARTER**  
IMPROVEMENT PROJECT



## RED LINE IMPROVEMENT PROJECT



**Highway 217**  
**Corridor Improvements**

**I-205 WIDENING & SEISMIC IMPROVEMENTS**  
*Stafford Road to OR99E*

# Next steps

<b>May 23</b>	<b>MPAC review</b> (policy and implementation)
<b>June 1</b>	TPAC review (policy and implementation)
<b>June 6</b>	TPAC/MTAC workshop on draft performance results
<b>June 19</b>	<b>Council review</b> of draft performance results
<b>June 21</b>	<b>JPACT review</b> (policy and implementation)
<b>June 21</b>	<b>Council direction</b> to staff on releasing draft 2018 RTP (and policies) and draft strategies for public review
<b>June 29 to Aug. 13</b>	<b>Public comment period</b>
<b>Aug. – Sept.</b>	MTAC develops and makes recommendation to MPAC

# Discussion on implementation

1. Feedback regarding region-wide planning?
2. Feedback regarding corridor refinement planning?

**Draft Chapter 8  
anticipated May 25**

