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12-9-1999

## Meeting Notes 1999-12-09 [Part A]

Joint Policy Advisory Committee on Transportation

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ROONEY BARKER  
METRO

## METRO

MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
DATE: December 9, 1999  
DAY: Thursday  
TIME: 7:30 a.m. – 11:00 a.m.  
PLACE: Metro, Conference Room 370A & B

- 7:30 a.m. 1. Call to Order and Declaration of a Quorum.
- \* 2. Meeting Report of November 18, 1999 – APPROVAL REQUESTED
3. Regional Transportation Plan (the document was provided at Nov. 18 meeting)
- 7:35 a.m. A. Overview of RTP and Comments Received – Andy Cotugno/Tom Kloster
- 7:45 a.m. \* B. Review of RESOLUTION NO. 99-2878, APPROVING THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN AND REFINEMENT PROCESS – Andy Cotugno
- \* The Comment and Response packet includes a summary of all comments received to date and a TPAC recommendation on their disposition. “Consent Items” (Section 2) are proposed for adoption as a package, “Discussion Items” (Section 1) are proposed for discussion and adoption by JPACT individually.
- 7:50 a.m. C. Proposed Action on “Consent” Items – Jon Kvistad
- Questions or clarification of any “Consent” items
  - Motion to remove any items from the “Consent” list and shift to the “Discussion” list
  - Motion to approve the “Consent” package
- 8:00 a.m. D. Proposed Action on “Discussion” Items – Jon Kvistad
- Motion to approve each “Discussion” item individually
- 10:00 a.m. E. Proposed Action on Resolution No. 99-2878 adopting the RTP as Amended – Jon Kvistad
- 10:15 a.m. # 4. ODOT \$600 Million Bond Program
- A. Feedback from the Oregon Transportation Commission – Kate Deane
  - B. Motion to Approve Bond Program List
- 10:45 a.m. 5. South Corridor Transit Improvement Program – Status Report – Richard Brandman
- 11:00 a.m. 6. ADJOURN

\* Material enclosed.

# Available at meeting.

## MEETING REPORT

DATE OF MEETING: November 18, 1999

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chair Jon Kvistad, Ed Washington and David Bragdon, Metro Council; Kay Van Sickel, Oregon Department of Transportation (ODOT); Fred Hansen, Tri-Met; Sharron Kelley, Multnomah County; Roy Rogers, Washington County; Andy Ginsburg, Oregon DEQ; Mary Legry, Washington State Department of Transportation (WSDOT) (alternate); John A. Leuthauser, Cities in Multnomah County (alternate); Royce Pollard, City of Vancouver; Karl Rohde, Cities in Clackamas County; Charlie Hales, City of Portland; Rob Drake, Cities in Washington County; Mike Jordan, Clackamas County (alternate); Dean Lookingbill, Southwest Washington RTC; Dave Lohman, Port of Portland.

Guests: Presiding Officer Rod Monroe, Councilor Bill Atherton, Metro Council; John Russell, Oregon Transportation Commission; Lou Ogden, City of Tualatin (JPACT Cities in Washington County alternate); Dave Williams, ODOT; Bob Hart, RTC; Gary Katsion, Kittelson and Associates, Inc.; Kate Deane, ODOT; Beth Wemple, Kittelson & Associates; Lynn Peterson, 1000 Friends of Oregon; Bernie Bottomly, Tri-Met; Geoff Larkin, The Larkin Group, Inc.; Bob Post, BRW, Inc.; Karen Schilling, Multnomah County; Beckie Lee, Multnomah County; Tony Mendoza, Tri-Met; Ron Papsdorf, City of Gresham; Kathy Lehtola, Washington County; Tom Markgraf, Congressman Blumenauer's office; Jack Kloster, King City; Jim Howell, AORTA; Dick Feeney, Tri-Met; John Rist, Clackamas County; Rod Sandoz, Clackamas County; Ted Spence, citizen and TPAC member; Judy Edwards, Westside Transportation Alliance; Scott L. Rice, City of Cornelius; Douglas Klotz, Willamette Pedestrian Coalition; Steve Dotterrer, City of Portland; Jim Peterson, Multnomah Neighborhood Association; Jessica Hamilton, Representative David Wu's office; Michael W. Schaufler, City of Happy Valley and Cities in Clackamas County (alternate); Blair Crumpacker, Washington County; Andy Back, Washington County; Paul Silver, City of Wilsonville; Marc Zolton, City of Portland; Martha Bennett, City of Milwaukie; Ross Williams, Citizens for Sensible Transportation; Neil McFarlane, Tri-Met.

Media: Robert Schoenberg, Vancouver Business Journal.

Staff: Andy Cotugno, Richard Brandman, Tom Kloster, Mike Hogle, Randy Parker, John Cullerton, Gina Whitehill-Baziuk, Kim White, Rooney Barker.

#### SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad. A listing of the committee's schedule for 2000 was distributed.

#### MEETING REPORT:

The meeting report of the October 14, 1999, was unanimously APPROVED as submitted.

#### RESOLUTION NO. 99-2864 – FOR THE PURPOSE OF SELECTION AND FUNDING ALLOCATION OF \$1 MILLION TO TRANSPORTATION MANAGEMENT ASSOCIATIONS FOR FY 2000 TO FY 2003

Andy Cotugno referred the committee to the last page of the resolution being considered, labeled Exhibit 1, regarding which TMAs get funded and the funding schedule. (He also explained that WTA is Western Transportation Alliance.) He reminded the committee that this resolution follows through from a year ago on Resolution 98-2676 as far as providing that funding through 2003.

Fred Hansen, supporting the resolution, said he thinks it's important to recognize how valuable TMAs are and that new ones should be a priority. However, the program won't work if, for lack of a few additional dollars, some worthwhile existing TMAs are lost. Additional local funding needs to be found if TMAs are going to be successful.

Action taken: Mayor Drake moved, seconded by Fred Hansen, to recommend approval of Resolution No. 99-2864. The motion PASSED unanimously.

#### STATUS OF INTERSTATE MAX

Regarding the draft letter addressed to the Oregon Congressional Delegation distributed to the committee, Mr. Cotugno explained that JPACT needs to begin dealing with the priorities they're going to have by January 2000, and this letter would be timely in asking for federal funding support of the IMAX project.

Mr. Hansen added that final action has been taken on the financing package, the FEIS was completed at the end of October and published in the Federal Register on November 5<sup>th</sup>. He added that the FEIS is going through the final agency federal comment period and he would be surprised if something untoward came forward at this time. The Land Use Final Order (LUFO)

process was completed, and Tri-Met is working closely with Metro and Councilor Kvistad to accommodate the additional engineering study at the Expo location. He said the request for final design approval is now before the FTA. Mr. Hansen emphasized that receiving a Letter of No Prejudice is significant because monies spent now can match federal funds as they come in. He said this project needs to be included in the President's budget request, which will be published February 1, 2000, and he feels there is support for this project in D.C. at the highest levels.

Mr. Hansen continued to say that an incredible amount of successful work has been done by everyone involved (or even indirectly involved) on the IMAX project, and it looks to be in very good shape now but there are still a lot of steps to go.

Mr. Cotugno added that locally, all the approvals are done. It's now in the federal government's hands. Construction begins next year, so this needs to be in the President's requested budget. Now is the time to formally request that he put this in the budget. This letter is an essential step and he said that JPACT should make it clear to the Oregon delegation that this be in the President's budget.

Together with the draft letter to the Oregon Congressional Delegation is a memo to JPACT from Andy Cotugno regarding federal priorities. Mr. Cotugno explained that as the committee gets into agenda item #6, the federal priorities also need to make the timing of the President's budget. This second memo deals with a series of issues JPACT is interested in.

Roy Rogers, referring again to the Oregon Congressional Delegation letter, asked for clarification regarding the wording in the third paragraph, "The project is the region's top transportation priority for federal approvals and funding." He asked if that precludes commuter rail from being eligible for the federal new state monies.

Mr. Cotugno explained that this is a request for a funding contract with Tri-Met for IMAX. This does not preclude asking for other projects.

Mr. Rogers asked if the letter would preclude requesting less than \$25 million for commuter rail. Chair Kvistad reiterated that the letter deals only with this project, that there is no reason JPACT couldn't make another request. Mr. Rogers asked if there is a secondary project in the "new start" program, even if IMAX isn't fully funded, is this jeopardizing any other project. Mr. Hansen said in no way does this preclude our ability to ask for additional dollars, although if it's under \$25 million it would not be subject to the same requirements as the larger projects. There is no preclusion of that, but we're going to wrestle with that as a region. This doesn't preclude any other projects.

Mr. Rogers stated that if JPACT is not sending the right signals, it needs to understand that and talk about it before this letter is sent. Although he is very supportive of IMAX, he doesn't want JPACT to preclude other action for the future.

Mr. Hansen said this does not address those issues; that is what #6 on the agenda is about. This letter makes very clear that this is for IMAX only. This does not bias or preclude any other actions except to make clear that IMAX is the first priority.

Action taken: Mike Jordan moved to amend paragraph three as follows: The South/North Corridor is the region's top priority for high capacity transit service. Segment #1, the IMAX light rail project to the north, is the region's immediate transportation priority for federal approvals and funding. Mr. Jordan said he made this motion to maintain consistency with the agenda item #6 memo regarding federal priorities. He said IMAX is the top priority for the region in this cycle and that Clackamas County is fully supportive of it. The amending language was seconded by Karl Rohde.

Commissioner Hales wanted clarification as to what effect this amendment has. Dick Feeney of Tri-Met was asked to respond. Mr. Feeney said his preference would be to not change the letter. He said there's a clarity we want to give at this point, that it's most significant now if JPACT could get the entire congressional delegation from Oregon on this, that nuances, etc., might be confusing. There should be strong, unified support.

Commissioner Hales said that as a small western metropolitan area, we have done well in getting federal dollars for transportation projects we want. There are those we haven't gotten, but our record is good. It seems that clarity and focus are more important than ever. And timing. Councilor Bragdon said he also supported Mr. Feeney's statement not to change the letter.

Commissioner Rogers said he'd like to speak to Clackamas County's request, as well. He said this is difficult and the Oregon delegation works hard. Clackamas County indicates they need transit related projects in their area and JPACT voted support. Commissioner Rogers said this letter needs clarity, that it's important. JPACT has been solidified so it's been successful; we need to support one another. He believes JPACT needs to support Commissioner Jordan's amendment.

Councilor Monroe said he didn't hear any language in the amendment that takes away from unanimity, rather he thinks it shows clarity and joint support. He said it would be prudent for those from Multnomah County to approve the minor language change that doesn't change the thrust at all.

Commissioner Jordan, who also sits on MPAC, said it isn't about transportation any more, it's about land use. If we don't deal with this, 2040 is just a very nice plan. JPACT's message to the delegation is that over time these issues need to be taken care of and we will be back again and again and again. We realize you can only do what you can do. We failed and stumbled at the south end of the corridor. We want to let the delegation know we'll be back with the South Corridor.

Mary Legry responded that this is a question of timing, that it's important to have a single priority when talking to Congress. The subject is complicated enough without the amendment. The second memo, the one referring to agenda item #6, shows that projects are well delineated. She said the committee should stay with the original language and, knowing how Congress works, it's very important to have a single dynamic message.

Commissioner Rogers said he and the Clackamas County representative to the committee were not saying that IMAX is not the priority, but they don't want to preclude their projects. He said some of the members of that delegation aren't even represented in this room, so we need to unify and say IMAX is the priority, but we still want to be in that queue.

Mayor Drake said he wanted to support everything that's been said, but it's important that while there may be disagreement, it's all for one, one for all. Interest doesn't stop at a city or county border. Rather than being a negative, our representatives are very smart and understand that it's not going to stop at IMAX or at commuter rail. We're not stopping until we're done and we're not near being done. This is more a message of strength than weakness or illusion. He believes they understand the message and it gives them power. Collectively, he said, we march in the same direction.

Councilor Washington, saying he was receiving mixed messages, asked if there was any sense around the table that the projects of concern to Washington and Clackamas Counties are being precluded.

Mr. Hansen said both he and Dick Reiten feel that the South/North Corridor is tremendously critical. Mr. Hansen's concern is that if Clackamas County feels that this throws them asunder, he will support their additional language.

Commissioner Jordan said he was not concerned with Clackamas County being precluded, that they don't have a project ready to compete with IMAX. His biggest concern is that the committee try to put their year-to-year projects in a broader context.

1<sup>st</sup> Motion to Amend: Andy Ginsburg moved the following language, in lieu of Commissioner Jordan's proposed language, to make the paragraph in question clearly more specific to IMAX: "The project is within the region's highest priority corridor and is our top transportation priority for federal approvals and funding."

2<sup>nd</sup> Motion to Amend: Councilor Monroe moved to add "the South/North Corridor" to Mr. Ginsburg's motion. Mr. Ginsburg's motion was accepted by Commissioner Jordan and Councilor Rohde in lieu of their original motion and second. The motion PASSED unanimously.

## OVERVIEW OF WASHINGTON COUNTY COMMUTER RAIL

Richard Brandman spoke of transportation as it relates to issues of mobility and livability, and that two studies are underway to address these issues in Washington County. The Commuter Rail Project, which has completed preliminary work, is now in the alternatives analysis stage which will compare commuter rail to other transit improvements in the corridor. The Highway 217 Corridor Study, beginning in February, will look at the other side of the picture: freight, general purpose traffic improvements, high occupancy toll and vehicle lanes. Mr. Brandman then gave an overview of the regional freight network and opportunities associated with it. Although there's not much potential to mixing passenger service with freight service in the main line freight corridors, on the west side there are branch lines that are underutilized. Some tracks that are already on the ground can be used for commuter rail, but they'll need improvement. Mr. Brandman then explained the objectives of both the Commuter Rail and Highway 217 studies.

Bob Post of BRW, Inc., displayed the Corridor Map for commuter rail study from Wilsonville to Beaverton, a 15-mile line. The Washington County Commuter Rail Study Steering Committee, which was comprised of many jurisdictions, ODOT and Tri-Met, conducted two studies to look at the feasibility of commuter rail. They completed phase 1 in May 1997, to look at technical, regulatory and legal feasibility. The conclusion was that passenger service could be provided, although the track would require upgrading. The Study also looked quickly at ridership. Phase 2 was completed in April 1999, and that looked at operating costs, capital costs, and considerations for implementation. Station locations were looked at. They were determined to be Wilsonville, Tualatin, Tigard, the Washington Square area, Beaverton, and Merlo Road. The cars would be diesel multiple units (DMUs), which are like light rail vehicles, but run on diesel. Anticipated commuter rail travel time from Wilsonville to Beaverton would be 25 minutes, 31 minutes to Merlo. This is a highly competitive time during peak periods when compared to the automobile travel time.

Mr. Post went on to say that the ownership arrangement of the Corridor is complex, and that public ownership of the alignment would reduce operating costs and provide protection of the rail line. He said the Steering Committee looked at other operations, as well. The Executive Summary from the April 1999 report is also provided.

Commissioner Rogers said the train would alleviate I-5 and Highway 217 traffic, and help air quality in the region. This project would mirror these two major highways so there won't be a need for enhanced projects on them. Also, there are about 100 acres in the corridor that can be redeveloped. The average speed of the train will be 37 mph; top speed between stations could be 60 mph, and south of Tualatin, based on rail conditions, it could be 75 mph.

Mr. Post said the commuter rail wouldn't work without light rail, that the tie-in at Beaverton makes sense. On the Corridor map, it's revealed that the east-west freight line doesn't stop at Lake Oswego, it goes into southeast Portland. There's a rail trestle bridge over the Willamette that's underutilized that could be employed, and it goes on to the west. Also, the track doesn't



stop at Wilsonville, it goes to Salem and beyond. There's possible relief here for Salem also from I-5. This is of significant regional interest. Invitations are going out for a December 3<sup>rd</sup> train ride, which will stop at the various stations, and then will continue across the rail trestle into Clackamas County. Fred Hansen interjected that Tri-Met will have a bus at the end of the line, in Milwaukie, to pick people up.

Commissioner Rogers thanked ODOT, Metro and the Metro Councilors for the work they've put into this project, and added that none of it could have been done without Tri-Met.

Commissioner Hales said it would be good to revisit the mistakes that were made when building the light rail lines in order to avoid making them again on the commuter rail line. When the first light rail line was built, it was the light rail first and then the land use. He said he'd like to see how the land use planning is being done before the line is up and running.

Chair Kvistad and members of the committee thanked Mr. Post for his presentation.

#### INITIATION OF DISCUSSION ON FEDERAL FUNDING PRIORITIES

Referring to the memo on JPACT Federal Priorities distributed to the committee, Mr. Cotugno explained that JPACT needs to establish regional priorities for the Congressional delegation in January. He asked them for feedback at a later date. Chair Kvistad indicated it could be discussed at the next two meetings.

#### ODOT \$600 MILLION BOND PROGRAM

Kate Deane told the committee that in the list attached to her November 17, 1999, memo, the last project, Pacific Avenue and 12<sup>th</sup> in Hood River County, was not on the first list they reviewed. She went on to say this is still a 135 percent list. She said she will bring back a 100% list to the committee's December 9<sup>th</sup> meeting, and that the OTC will be adopting a list in January.

Councilor Rohde commented on an article in that morning's The Oregonian regarding the I-5/Highway 217 project, and noted that additional funding for this project is no longer on ODOT's project list. He said he understands that Clackamas and Washington County projects are a high priority for those jurisdictions, but that this is still an extremely important project. He stated that it should be included for consideration even if it meant trading something in order to stay at 135 percent, or simply adding it and bringing the list up to 150 percent. Councilor Rohde moved to add this project back onto the ODOT list.

Commissioner Rogers agreed that this project should be retained on the list, that everyone knows this intersection has problems. He said Highway 26 is also a major problem and has been on Washington County's priority list forever, and he expressed curiosity as to what happens to this list.

Chair Kvistad said JPACT can put anything they want on the list but with the understanding that the amount of dollars will be pared down. Hard choices will have to be made down the road.

Commissioner Rogers asked who would make the choices on the cut list. Kay Van Sickle responded that the Oregon Transportation Commission (OTC) will make the ultimate decision in January. She said if JPACT would submit a whole list, the OTC's job would be easier. The 135 percent list, she said, is what came out of the public meetings as the priorities. These projects listed here today received the greatest number of comments.

Mr. Hansen said he's been concerned all along about sending the 135 percent list to the OTC, that it gives away JPACT's decision making. He thought the committee ought not to do that, but 135 percent is better than 150 percent. He said he'd be more interested in the idea that any motions to add a project have to have an offset, as this will establish some priorities.

Commissioner Jordan reminded the group that they had just discussed focus and their communication to another level of government. He said the OTC is going to have a tough decision, and that it's also going to be tough to pare this list down. He agreed with Fred Hansen regarding offsets and said JPACT needs to stay as focused as they can as a region.

Councilor Washington asked if the reference to transferring projects to the local jurisdictions from the state would happen before or after the work is completed. Commissioner Hales responded that it would take place after, and that ODOT's been wanting the locals to take them for years.

Commissioner Kelley suggested 1) the committee might want to keep the list at 135 percent since it gives preliminary estimates, and since it's not clear what the actual costs are; 2) readiness issues may cause projects to slip; 3) no one is sure the money is going to be there anyway; and 4) this needs to be thought of as political. The public would be supportive if their projects were on the list rather than not.

Councilor Rohde said the I-5/Highway 217 project is far along in its design phase; that this is the second busiest intersection in the state and it needs to be addressed. The list can be debated. Clearly, he said, this project was only removed from the list because there weren't enough comments. Councilor Rohde said this has been a hasty process; these meetings were sparsely attended except when Clackamas County residents came thinking that light rail was being discussed. There are major problems there. ODOT always acknowledged that this project needed to be done in full. This also affects our international trade corridor. Commissioner Rogers seconded Councilor Rohde's motion to add this project back onto ODOT's list.

Councilor Monroe cautioned the committee to pick high profile projects that people understand or money won't be allocated for them. Voters need to be aware of the problems and Highway 217 is one of them. Also, referring to who pares the list down to 100, he said he'd rather see JPACT do it as a regional entity than ODOT, that JPACT could do a better job of it.

Mayor Ogden added that there is no question that the I-5/Highway 217 project is one of the longest standing projects with the highest profile on the list. What's not clear, he said, is what the impact of Phase 2 of the project is relative to what will be accomplished by Phase 1. He asked if Phase 2 isn't done and everything stays as it is today, does the project stay at the top of the list. If Phase 1 provides some ease and relief, then he questioned the value of Phase 2. Kay Van Sickel explained that while Phase 1 addresses the back-up of I-5 North trying to get onto Highway 217 North, Phase 2 is to address other movements, including Highway 217 access toward Washington Square and the southbound freeway connection from Highway 217 to I-5.

Mayor Drake stated that he would vote to include the project but when it gets down to working on the list, there will have to be a very strong case to keep it. Chair Kvistad agreed that there had been a cursory discussion and recommended a work session.

Action taken: In calling for the question on the motion to add Phase 2 of the I-5/Highway 217 project back onto the ODOT Projects Proposed for Bonding list, the motion PASSED.

Committee members in favor: Chair Kvistad, Mayor Drake, Councilor Rohde, Mayor Pollard, Mr. Dave Lohman, Councilor Washington, Commissioner Rogers. Committee members opposed: Commissioner Jordan, Commissioner Hales, Ms. Mary Legry, Councilor Bragdon. The remaining members abstained.

It was determined that the regularly scheduled December 9<sup>th</sup> meeting of the committee would be a work session on the RTP. Chair Kvistad asked the membership to please plan to attend until 11:00 a.m.

Mr. Cotugno informed the committee that the RTP calendar called for adoption in December and made reference to the green JPACT Discussion Issues paper showing the revised dates, the recommendations, suggestions, funding, etc. Chair Kvistad said he would like to have the RTP completed by the end of the calendar year. It's been a huge amount of work but with TPAC having extra workshop meetings and getting their information out to the JPACT members, it's very close to be completed. He said he would like JPACT to use the December 9<sup>th</sup> work session meeting to make their decisions and move it forward to the Metro Council. The committee agreed to schedule the December 9<sup>th</sup> meeting from 7:30 to 11:00 a.m.

There being no further business or discussion, the meeting was adjourned.

Respectfully submitted,

Rooney Barker  
Recording Secretary

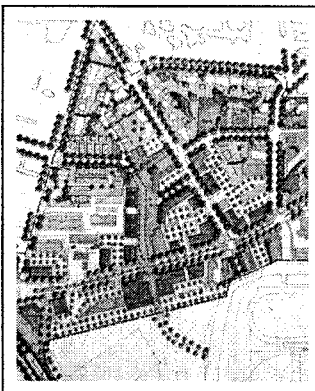
## What's in the RTP?



- Keeps pace with Growth
- \$7 Billion in multi-modal improvements
- Leverages 2040

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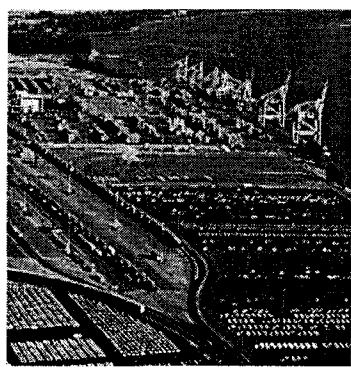
## Policy: Focus on 2040



- Emphasis on centers
- Access from surrounding trade areas
- Improving circulation within centers

Metro 1999

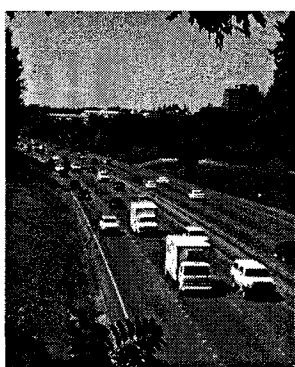
## Policy: Focus on Trade



- Access to industry
- Access to freight intermodal facilities
- Improvements to key trade corridors

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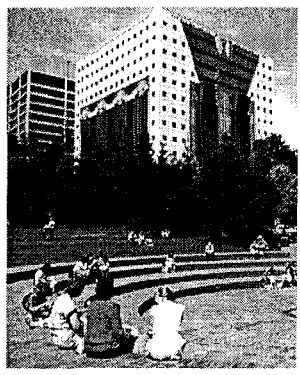
## System Performance



- 2040-based congestion standards
- Alternative standards for some centers, corridors
- Non-SOV targets

*Metro 1999*

## Performance: Special Areas



- Area of Special Concern Designation:**
  - mixed use plan
  - non-SOV targets
  - parking ratios
  - street connectivity
- Local Action Plan Option**

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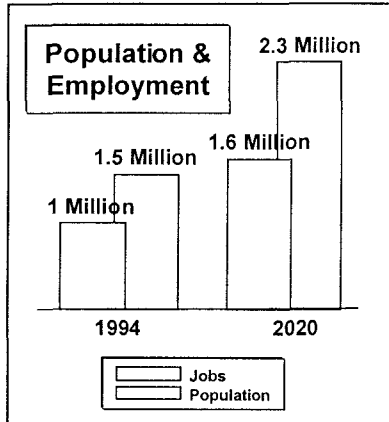
## Performance: Non-SOV Targets



- 2040-based goals to guide TSP development**
- Local emphasis on progress toward targets**
- Used to satisfy TPR**

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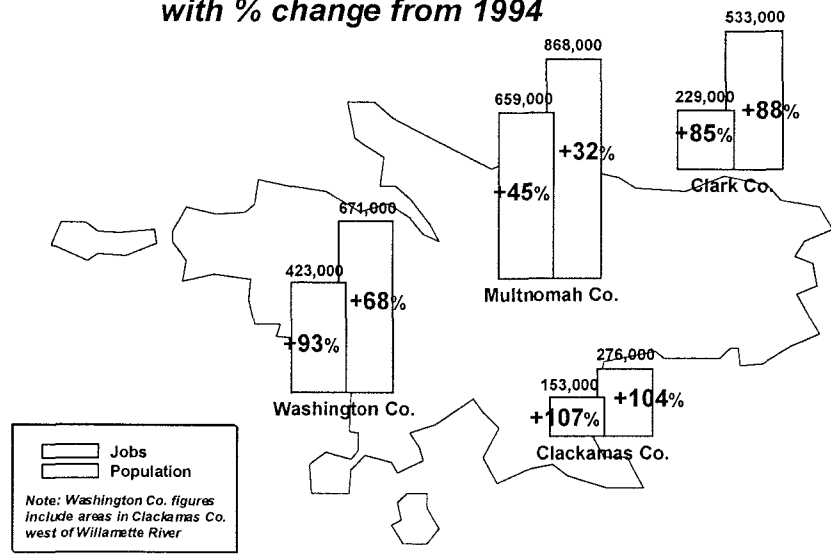
# 2020 Forecast



- ✓ Growth is significant, but slows after 2015, especially in Washington Co.
- ✓ Growth increasingly focused in Urban Reserves after 2015
- ✓ Jobs/Housing imbalance persists in Clackamas and Clark counties

Metro 1999

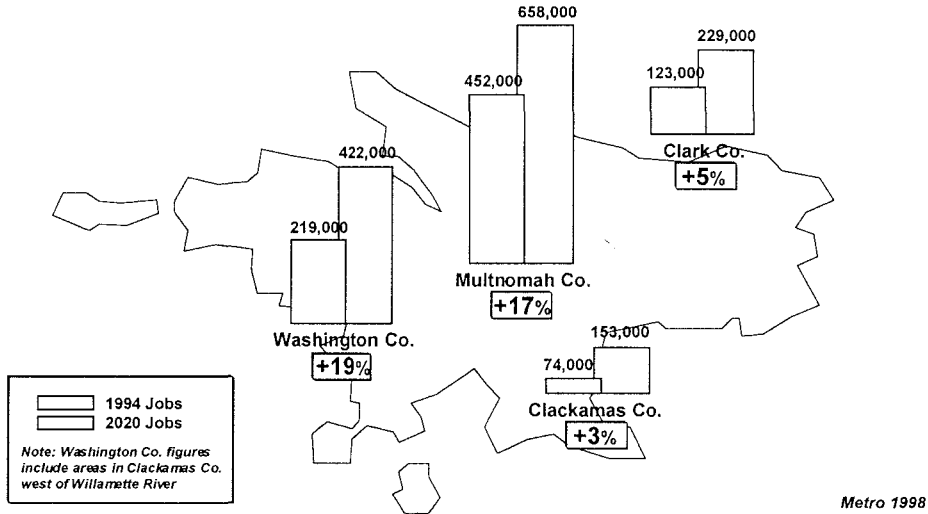
## 2020 Forecast by Subarea with % change from 1994



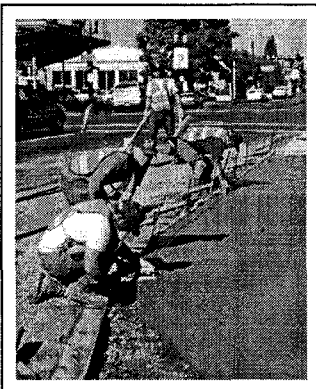
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## 2020 Jobs/Housing Balance

With % Change in Retail Jobs per Household



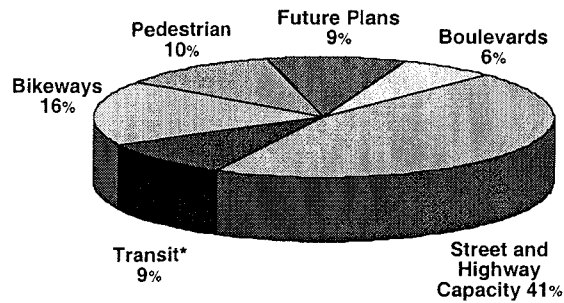
## Strategic Improvements



- ✓ \$4 Billion in road, sidewalk, bikeway and freight projects
- ✓ \$3 Billion in transit capital expansion



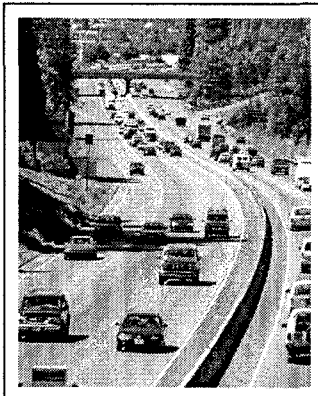
## Strategic Projects by Type



*\*includes only transit capital*

*Metro 1999*

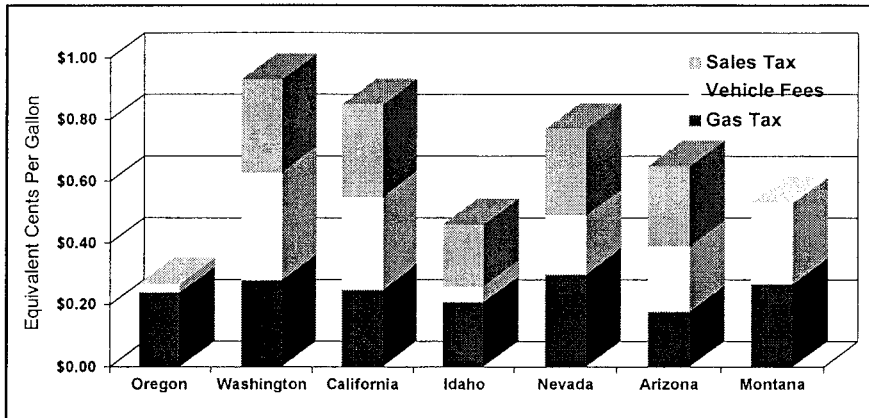
## Funding Challenge



- Maintenance costs increasing
- New projects needed to keep pace with growth
- Funding sources losing ground to inflation

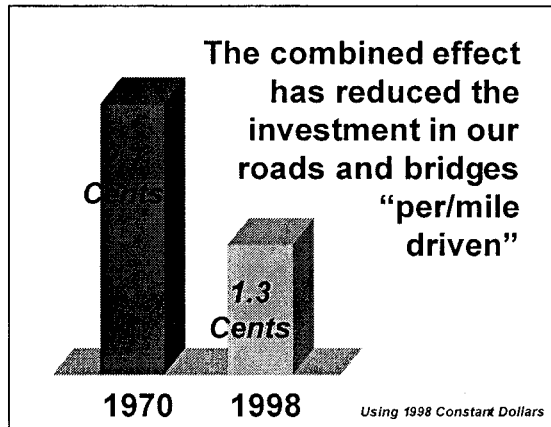
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## Oregon Auto Taxes Among Lowest in Nation



Metro 1999

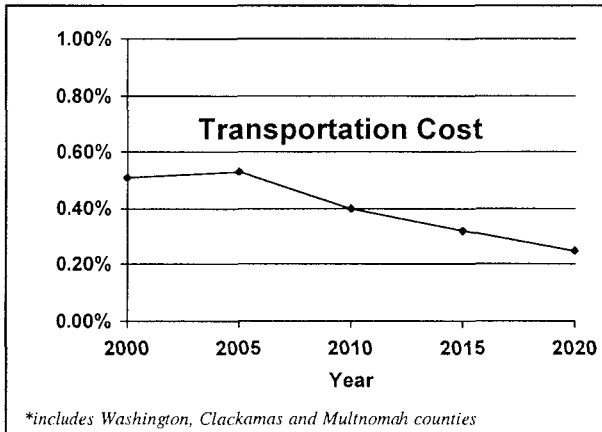
## Effect of Fuel Efficiency on Funding



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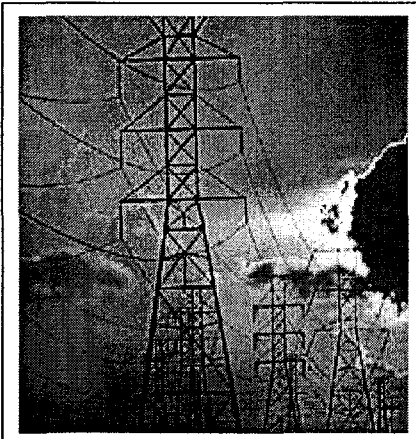
## Reduced Share of Personal Income

- Pavement conditions continue to deteriorate
- Few new roads
- Represents 50% tax cut over 20 years



Metro 1999

## Comparative Utility Costs



### Average Costs Per Month Per Household

Electricity	\$61
Water & sewer	\$46
2-Zone bus pass	\$41
Natural gas	\$38
Cable TV	\$29
Road use fees	\$27
Local phone	\$25
Trash pickup	\$17

Metro 1999

# Funding Shortfall



- \$3.08 Billion capital shortfall over 20-year plan period
- Traditional funding sources not adequate
- Alternative funding sources proposed

Metro 1999

# Revenue Strategies

## Traditional

- State and local gas taxes
- Vehicle registration fees
- Property tax levies

## Growth/User

- System development charges and impact fees
- Street utility fees
- Tolls and pricing

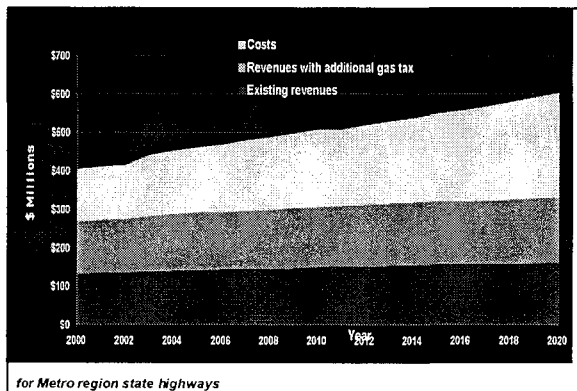
## Balanced

- Mix of traditional, growth and user-based sources

Metro 1999

## State Operations, Maintenance and Preservation Costs

- 40% revenue shortfall by 2020



for Metro region state highways

Metro 1998 Metro 1999

## State Highway Funding Strategies

for Operations, Maintenance & Preservation

### Traditional

- 1¢ per year state gas tax increase

### Growth/User

- 1¢ per year state gas tax increase

### Balanced

- 0.41¢ per year state gas tax increase

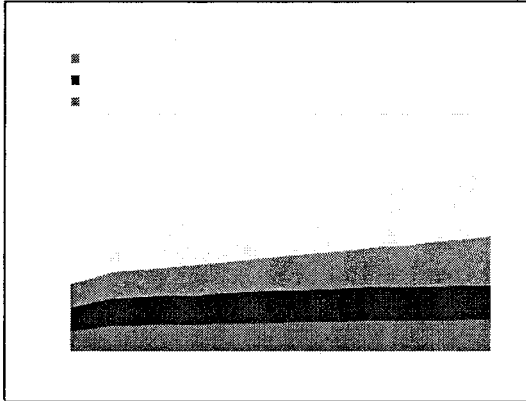
(86% funded)



Metro 1999

## City and County Operations, Maintenance and Preservation Costs

- Improved pavement quality is 67% unfunded by 2020
- Status quo pavement quality is 50% unfunded by 2020



\*excludes Willamette River Bridge rehabilitation

Metro 1999

## City and County Funding Strategies *for Operations, Maintenance & Preservation*

### Traditional

- 1¢ per year state gas tax
- and-
- 18¢ uniform local gas tax

### Growth/User

- 1¢ per year state gas tax
- and-
- Street utility tax
- and-
- 12¢ uniform local gas tax

### Balanced

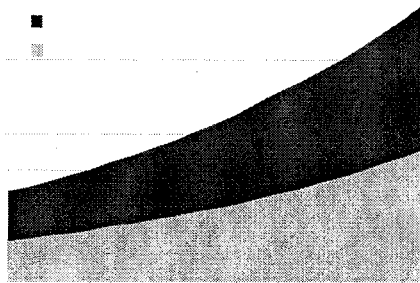
- 0.87¢ per year state gas tax
- and-
- Street utility tax
- (75% funded)*



Metro 1999

## 2020 Transit Costs

- Represents a 10-20% gap between needs and costs
- Does not include major transit capital expansion which is subject to voter approval



*includes transit operating and routine capital expansion costs*

Metro 1999

## Transit Funding Strategies

*for transit operations*

### Traditional

- 0.1% increase in payroll tax rate in 2000
- and-
- 0.025% increase in payroll tax rate in 2011

### Growth/User

- Same as traditional strategy

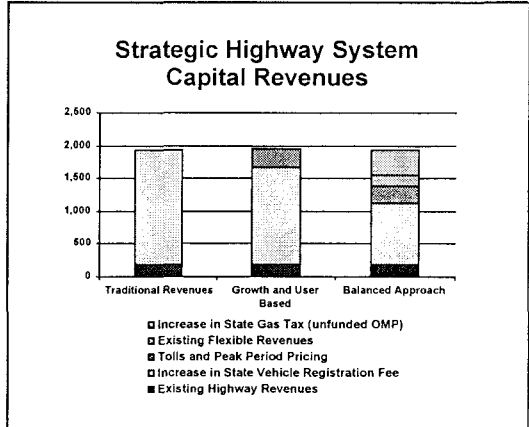
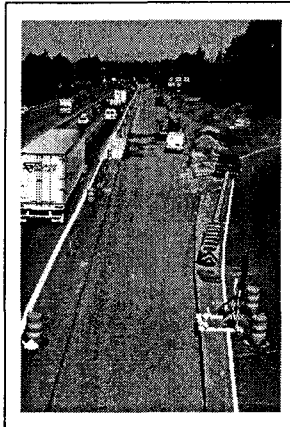
### Balanced

- Same as traditional strategy



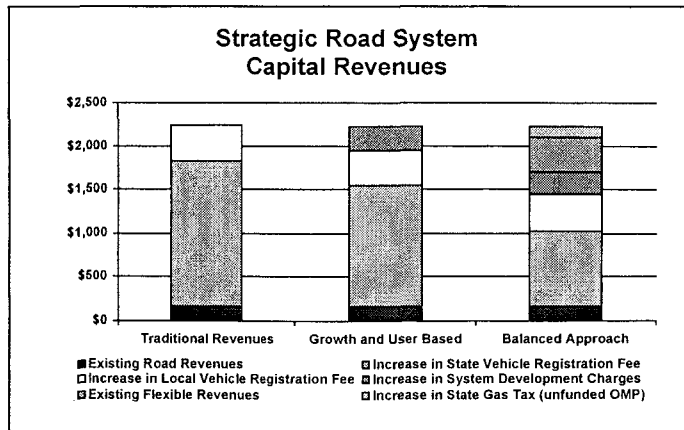
Metro 1999

# Highway Related Capital Costs



Metro 1999

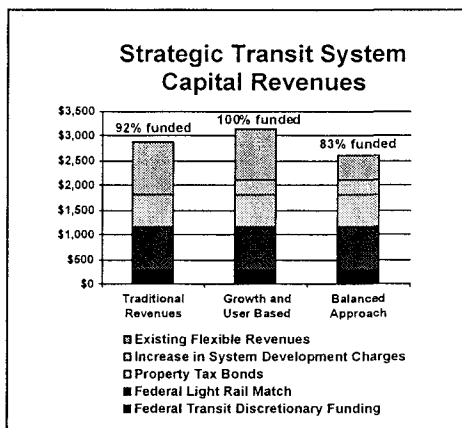
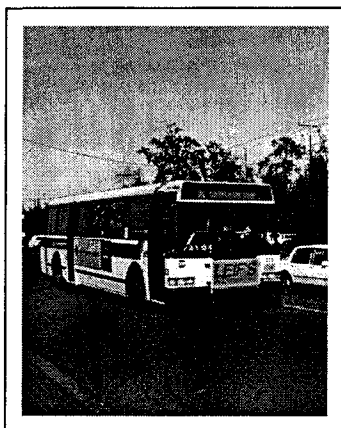
# Road-Related Capital Costs



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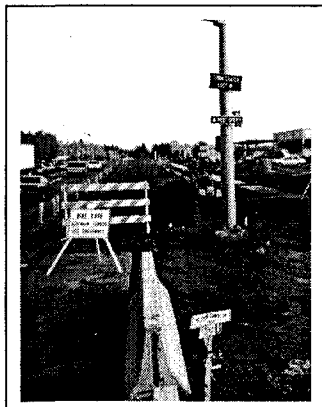


## Transit System Capital Costs



Metro 1999

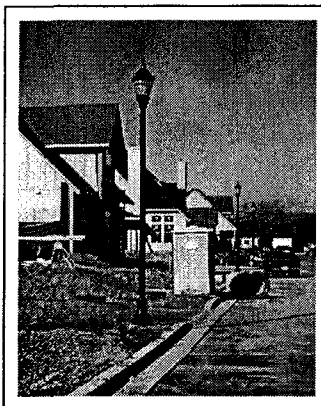
## Is the Strategic System Too Big?



- Expansion proportionate to other utilities
- Need driven by growth, provide "adequate" system
- New emphasis on leveraging 2040

Metro 1999

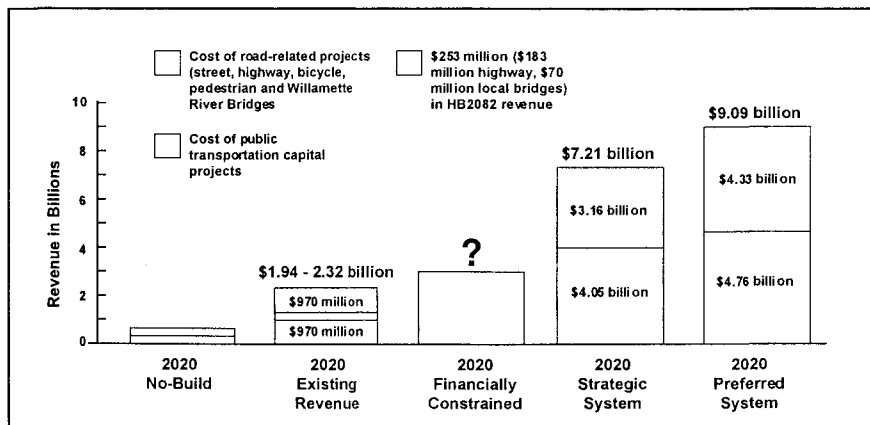
## Is Strategic System Too Costly?



- Historic Cost Per Mile
- Historic share of income
- Comparison to other Western States
- Comparison to other utilities

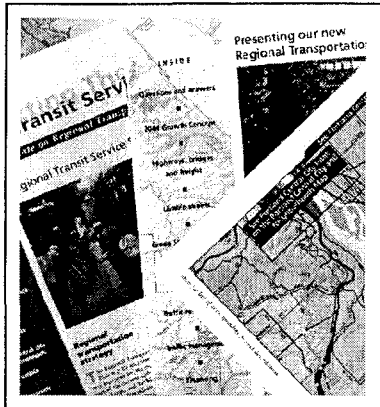
Metro 1999

## RTP Financial Scenarios



Metro 1999

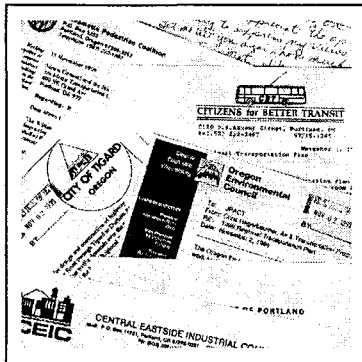
## JPACT Issues



- Financial implications**
  - Financing the RTP
  - Living within fiscal constraints
- Performance Policies**
- Future land use planning**

Metro 1999

## JPACT Action on resolution 99-2878



- Part 1:**  
15 discussion items
- Part 2:**  
169 consent items
- Part 3:**  
comments after JPACT

Metro 1999

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 99-2878 FOR THE PURPOSE OF APPROVING THE 1999 UPDATE TO THE REGIONAL TRANSPORTATION PLAN AND REFINEMENT PROCESS

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Date: December 16, 1999

Presented by: Andrew C. Cotugno

## PROPOSED ACTION

This resolution would tentatively recognize the completion of the 1999 RTP, including updated RTP policies, system analysis, recommended projects and financial analysis, as follows:

- RTP Policies - Chapter 1 of the RTP was initially approved by Council Resolution in July 1996. It has since been updated for consistency with the Regional Framework Plan and the functional plan, and edited for readability and brevity.
- RTP Projects and Systems Analysis - Chapters 2 through 5 of the RTP identify the 20-year transportation needs for the region, detail the scope and nature of proposed improvements that address the 20-year needs and a financial plan for implementing the recommended projects.
- RTP Implementation - Chapter 6 of the RTP establishes regional compliance with state and federal planning requirements, and sets requirements for city and county compliance with the RTP. Chapter 6 also identifies future studies needed to refine the RTP as part of future updates.

## FACTUAL BACKGROUND AND ANALYSIS

The RTP update has been conducted in three stages over the past four years. The first stage involved an update to the RTP policies that focused on implementing the 2040 Growth Concept, and reflected new state and federal planning requirements. The policy document was approved by Council resolution in July 1996, and has served as the guiding vision for later steps in the update process.

The second stage of the RTP update, known as the RTP alternatives analysis, examined the region's level of service policy for motor vehicles and transit. This stage led to the 2040-based congestion policy that has since been adopted as part of Title 6 of the Urban Growth Management Functional Plan.

The lessons learned from RTP alternatives analysis helped guide the final, project development stage of the RTP update. The project development phase included a system analysis, proposed 20-year transportation solutions, and financial strategies for implementing the plan. This element of the plan Together with the RTP policies approved by resolution in July 1996 and

transportation elements of the Regional Framework Plan and the Urban Growth Management Functional Plan (UGMFP) in 1998, these recommendations complete the effort to update the RTP to implement the 2040 growth concept.

The RTP update featured a greatly expanded public outreach effort. The update was guided by a 21-member Citizen Advisory Committee, and included several public outreach efforts, special newsletters, and a number of joint JPACT, MPAC and Council workshops held at key decision points. The update also reflects the efforts of local officials, citizens and staff to develop transportation proposals that reflect the policy direction developed by the CAC and regional growth management policies. Of the nearly 700 projects proposed through the year 2020 to address expected growth, and to implement the 2040 growth concept, more than half are new to the regional plan, and many were generated by citizen input. These projects range from relatively modest bicycle and pedestrian improvements, to major transit and highway projects, each developed with an eye toward promoting safety, responding to growth or leveraging the 2040 growth concept.

During the past year, staff tested these projects through three separate rounds of transportation modeling. Each project proposed in the draft plan was reflected in the modeling assumptions, and projects were further refined after each round of modeling to better respond to projected travel needs during the 20-year plan period. This phase of the RTP update was also based on a collaborative approach, with local jurisdictions overseeing the modeling process at every step, and modeling analysis completed in a series of workshops with the regional partners. As a result, the draft project list is a consensus-based product, with project recommendations that are based on detailed analysis.

During the next four months, staff proposes the following activities necessary to demonstrate compliance with regional, state and federal planning requirements:

- a financially constrained network
- air quality conformity findings
- complete an off-peak congestion analysis
- meet state TPR requirements
- meet federal TEA-21 planning requirements
- draft revisions to the Regional Framework Plan to maintain consistency between RTP and RFP policies

Upon completion of these tasks, staff will work with TPAC to develop refinements to the final draft RTP, and present them for JPACT and Council review. Council adoption of the final draft RTP is proposed for May 2000.

TK:rmb

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE ) RESOLUTION NO. 99-2878  
1999 UPDATE TO THE REGIONAL )  
TRANSPORTATION PLAN AND ) Introduced by Jon Kvistad  
REFINEMENT PROCESS )

WHEREAS, Metro’s 1989 Regional Transportation Plan (“RTP”), the 1992 Update and this 1999 RTP Update are the regional functional plan for transportation under ORS 268.390 and the regional transportation plan required by federal law as the basis for coordinating federal transportation expenditures; and

WHEREAS, new federal requirements under ISTEA resulted in a separate federal plan entitled “Interim Federal Regional Transportation Plan,” July, 1995, which is now updated and incorporated into this RTP 1999 Update; and

WHEREAS, the current federal Transportation Equity Act for the 21<sup>st</sup> century (“TEA-21”) requires an updated federal plan every three years that demonstrates continued compliance with the fifteen federal planning factors, a “financially constrained” plan and compliance with the Clean Air Act; and

WHEREAS, this 1999 Update, also, serves as the regional Transportation Systems Plan required by the state Transportation Planning Rule which must be consistent with the state Transportation Systems Plan, including the 1992 Oregon Transportation Plan and the 1999 Oregon Highway Plan; and

WHEREAS, all functional plans, including this 1999 RTP Update, must implement applicable regional goals and objectives, including Metro's acknowledged 2040 Growth Concept; and

WHEREAS, the 1999 RTP Update will be adopted as a component of the 1997 Regional Framework Plan; and

WHEREAS, development of this 1999 RTP Update has included adoption of regional transportation policies to begin implementation of the 2040 Growth Concept in Resolution 96-2327, Title 6 requirements for changes to local transportation plans in the 1996 Urban Growth Management Functional Plan, and the 1997 Regional Framework Plan; and

WHEREAS, a final public comment draft of the 1999 RTP Update was distributed in October, 1999 with 7 subregional area summaries of policies and projects affecting local areas; and

WHEREAS, preliminary evaluation of the draft RTP indicates that it does comply with regional, state and federal planning requirements; and

WHEREAS, the Metro Council has received the considered advice of a 21-member Citizens Advisory Committee, its Metro Policy Advisory Committee, and Joint Policy Advisory Committee on Transportation, and all the policies and projects have been the subject of extensive public review; and

WHEREAS, this Resolution accepts the final November 5, 1999 draft of the 1999 Regional Transportation Plan as amended, to be adopted by ordinance as the regional transportation plan for federal, state, and regional functional plan purposes by May, 2000 and states the process for its refinement and implementation; now, therefore be it

RESOLVED,

1. That the final November 5, 1999 draft of the 1999 Regional Transportation Plan, as amended, is hereby approved as the 1999 RTP Update proposal which shall be scheduled for adoption by ordinance as Metro's regional transportation functional plan to comply with applicable federal and state transportation planning requirements by implementing Metro's acknowledged 2040 Growth Concept as follows:

- a. The final (date), 1999 draft of the 1999 RTP Update in Exhibit "A."
- b. The amendments approved by JPACT and the Metro Council in Exhibit "B."
- c. The amendments approved by the Metro Council subject to JPACT ratification in Exhibit "C."

2. That a refinement process of additional technical analysis, public review and staff evaluation of compliance with federal and state planning requirements shall be carried out between December 1999 and May 2000 to determine the required plan provisions necessary to assure compliance with all planning requirements and implementation of the 2040 Growth Concept.

3. That the refinement process of this 1999 RTP Update shall include development of the following by TPAC and JPACT for inclusion as technical appendices and plan amendments, as necessary:

- a. A "financially constrained" network of transportation facilities required for federal transportation plans.
- b. Air quality conformity findings of compliance with the federal Clean Air Act.
- c. An off-peak traffic congestion analysis.
- d. Demonstration of compliance with the state Transportation Planning Rule.



- e. Demonstration of compliance with federal TEA-21 planning requirements.
- f. Any draft revisions to the Regional Framework Plan to maintain consistency among Regional Framework Plan policies.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 1999.

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Rod Monroe, Presiding Officer

APPROVED AS TO FORM:

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Daniel B. Cooper, General Counsel

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**METRO**

**Exhibit 'A'**

**November 5 Draft of the 1999 RTP**

*(under separate cover)*



**METRO**

**Exhibit 'B'**  
**JPACT and MPAC Recommendations**  
**for Amendments to the**  
**1999 RTP Draft**

*(this packet includes TPAC recommendations to JPACT)*



**METRO**

**Exhibit "B" to Resolution No. 99-2878**

*1999 Regional Transportation Plan*

**Part 1**

**JPACT Discussion Items**

**Transportation Finance**

**Comment 1:** The "financially constrained" scenario should be more central to the RTP update. (DEQ, 10/27/99)

**Comment 2:** The RTP should be adopted in a single action, following completion of the financially constrained system analysis. (DEQ, 10/27/99)

**TPAC Recommendation on Comments 1 and 2:** The financially constrained system is one of several "scenarios" proposed in the RTP. It is the system used to determine conformity with federal air quality standards. The financially constrained system be developed during the next few months, after the RTP resolution has been adopted, to ensure that the projects assumed in the resulting conformity analysis. The two-step adoption process has the advantage of allowing staff to fully evaluate the air quality conformity findings, as well as other federal, state and regional planning requirements, prior to full adoption of the RTP.

The "strategic system" concept that is now the focus of the RTP was developed cooperatively with TPAC two years ago, as the system development phase of the RTP update began. The strategic system was specifically developed as an addition to the financially constrained scenario. Though the financially constrained scenario is required to meet federal planning and air quality requirements, it has proved to be a confusing system for other planning purposes. By definition, it is neither adequate to meet the region's transportation needs, nor limited enough to be funded from current revenue (existing) resources. Rather, it is a judgement on how much new resources we will be successful in raising.

Instead, TPAC moved to the strategic system, which functions both as a statement of critical need, and as a financial goal for meeting transportation revenue shortfalls. The current, two step process of adopting the RTP first by resolution, then by ordinance, will allow staff to work with TPAC and JPACT to fully develop a financially constrained scenario, and establish conformity to federal air quality requirements, prior to final adoption of the plan using the "strategic" as a benchmark on what to strive toward. It will also provide the opportunity for public review and comment on all of the following post-resolution refinement activities, prior to enactment of the RTP:

- develop criteria for a financially constrained system
- identify financially constrained system projects and programs
- air quality conformity analysis and findings
- off-peak congestion analysis and findings
- state TPR requirements and findings of compliance
- federal TEA-21 planning requirements and findings of compliance
- draft revisions to the Regional Framework Plan (RFP) to maintain consistency between RTP and RFP policies
- continue TPAC and JPACT discussion of implementation provisions proposed in Chapter 6

**Comment 3:** The Strategic System is too costly, and should be scaled back to more closely reflect financial constraints. (TPAC, 11/23/99, 1,000 Friends of Oregon, 12/2/99 and Coalition for A Livable Future, 12/2/99)

**Comment 4:** The plan lacks a direction of funding the strategic system (Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comments 3 and 4:** TPAC has presented both the strategic system and financial analysis at a series of joint JPACT and MPAC workshops, and a consensus among policy makers to downsize the strategic has not developed. Instead, the strategic system was developed on the basis of defining an "adequate" system to meet 20-year regional needs. Furthermore, the size of the "strategic" system is consistent with historical rates of expenditure on transportation and a comparison of transportation taxes to other public utilities.

The strategic system was tested against a number of "reasonableness" checks, to ensure that the size of the system was not unrealistic. These included benchmarking against other consumer utility charges and the relative function of the system compared to current function. Furthermore, the driving force behind the size of the strategic system is the 2020 growth forecast, that assumes growth patterns similar to those experience during the past 10 years.

TPAC has recommended that JPACT and MPAC continue to address transportation finance needs upon completion of the RTP update. The RTP will therefore serve as a supporting document for the JPACT and MPAC discussion.

**Comment 5:** Growth-based fees should pay for system expansion required to serve growth. (Councilor Atherton, 11/16/99)

**TPAC Recommendation on Comment 5:** Agree, in part. The RTP financial analysis shows that currently, growth pays only a portion of the system expansion, though most of the recommended improvements in the plan are driven by growth. The financial strategy in Chapter 5 includes growth-based fees as an increasingly important source of revenue for system expansion, but is augmented by traditional sources of revenue and new user-based fees. While it is important to ensure that growth-based fees are set at a reasonable level, it is also important to ensure that the level of growth-based fees does not discourage the growth patterns envisioned in the 2040 Growth Concept.

TPAC recommends retaining this balanced approach and an illustration for funding system expansion. However, the balance between growth fees, traditional sources and user-based fees is central to the task of adopting a financial strategy, and will be addressed by JPACT and MPAC as part of the post-RTP resolution activities.

**Comment 6:** Operations and maintenance be funded before system expansion. (Councilor Atherton, 11/16/99)

**TPAC Recommendation on Comment 6:** Disagree. Section 1.3.7 of the RTP policies call for a top priority to be a balance between 2040 implementation, system maintenance and preservation, and safety improvements. The relative importance of these competing needs should be determined on a case-by-case basis. Given the increasing cost of operations and maintenance, and limited revenue for system improvements, a strict limit on funding operations and maintenance before safety or system expansion projects would be overly restrictive, and could affect both traffic safety and implementation of the 2040 growth concept. No change recommended to the draft RTP.

## Transportation Policy

**Comment 7:** The meaning and status of non-SOV targets is unclear, particularly with regard to the ability of local governments to meet them; additional strategies for meeting the targets should be specified if targets greater than model output levels are set (Washington County Coordinating Committee, 10/27/99)

**TPAC Recommendation on Comment 7:** Agree. The implementation of modal targets should be clarified with the following revisions to Section 6.4.6:

2. Cities and counties, working with Tri-Met and other regional agencies, shall identify actions in local TSPs that will implement result in progress toward the mode split non-SOV targets. These actions should initially be based on RTP modeling assumptions, analysis and conclusions, and include consideration of the maximum parking rations, adopted as part of Title 2, section 3.07.220, regional street design considerations in Section 6.7.3 this title and transit's role in serving the area. Local benchmarks for evaluating progress toward modal targets may be based upon future RTP updates and analysis, if local jurisdictions are unable to generate this information as part of TSP development.

Also, revise the introductory text in Table 1.2 as follows:

"...needed to achieve comply with Oregon Transportation Planning Rule 10 percent VMT/capita reduction requirement objectives to reduce reliance on single-occupancy vehicles. The targets reflect conditions appropriate for the year 2040.

**Comment 8:** Replace the entire Chapter 1 section 1.3.7, titled "Implementing the transportation system," with:

- fairness and efficiency in transportation finance
- linking land use and transportation
- transportation and the environment
- transportation safety

(Councilor Atherton, 11/16/99)

**TPAC Recommendation on Comment 8:** The proposed amendments are largely reflected in more detail in other sections of the RTP policies (including sections 1.2 - Connecting Land use and Transportation, Section 1.3.4 - Protecting the Environment, and Section 1.3.7 - Implementing the Transportation System). However, JPACT will be developing policies on the specific funding strategies proposed by Councilor Atherton, and these policies may be included in the RTP

**Comment 9:** Expand Policy 3.0 Urban Form to include the following objectives:

- d. Objective: Develop workforce housing adjacent to employment. Workforce housing is defined as housing affordable to all workers employed at these sites, i.e., costing no more than 30% of a household's income.
- e. Objective: Provide mixed use development to reduce travel demand. Locate housing, jobs, schools, services, shopping, parks and other destinations within walking distance of each other.

In the appropriate implementing chapter add the following language:

Local jurisdictions shall amend their comprehensive plans and other city policies (e.g., strategic investment policies) to achieve these principals.

(Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 9:** Agree, in part. Recommend the following revision to Policy 3.0, Urban Form on page 1-12:

- d. Objective: Support mixed use development to reduce travel demand. Locate housing, jobs, schools, parks and other destinations within walking distance of each other whenever possible.

In addition, better coordination is needed between the RTP and other Metro planning activities that relate to job/housing balance policies. TPAC also recommends that future work related to job/housing balance be expanded to include the relationship between wages and housing need. The following should be added to Section 6.8.7:

"...on the principal arterial system. The evaluation would also include an analysis of the effect of relative wages on the mix of jobs and housing needed to realize transportation benefits."

## Local Planning Requirements & Project Development

**Comment 10:** Improvements in the urban reserve areas should be timed with urbanization. (MPAC, 11/10/99)

**TPAC Recommendation on Comment 10:** Agree. More discussion is needed on linking the timing of transportation improvements and UGB amendments. Thought it is premature to include such provisions in the RTP at this time, the combination of rapid growth and a growing transportation funding gap make this a critical issue for JPACT and MPAC consideration. In addition, a new subsection to Chapter 6 should be added, as follows:

#### **6.5.4 Improvements in Urban Reserves**

During the MTIP process, improvements that add capacity or urban design elements to rural facilities in urban reserves should be:

- be coordinated with expansion of the urban growth boundary
- not encourage development outside the urban growth boundary
- not disrupt the economic viability of nearby rural reserves
- be consistent with planned urban development or other transportation facilities

**Comment 11:** Connectivity revisions should be enacted immediately to assist local compliance with Title 6 of the UGMFP. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 11:** Agree. The connectivity requirements in Title 6 of the Urban Growth Management Function Plan (UGMFP) have been revised as part of shifting Title 6 requirements to the RTP. The revisions simplify the mapping requirement for local jurisdictions, but do not change the connectivity standards for development that are currently in Title 6. Therefore, during the interim period prior to adoption of the RTP by ordinance, TPAC recommends that jurisdictions opting to use the streamlined connectivity requirements in Section 6.4.5 be found in "substantial compliance" with UGMFP Title 6 requirements for connectivity.

## **Future Land Use Planning**

**Comment 12:** Address Clark County jobs/housing imbalance with land use policy changes. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 12:** Agree, in principle. The jobs/housing imbalance in Clark County results in heavy demand and need for improvements in the I-5 and I-205 corridors. However, the RTP is not the best forum for addressing the jobs/housing balance in Clark County. Instead, the recently convened Bi-State Committee is likely to address these issues, with the Metro and Clark County MPOs working jointly toward both land use and transportation solutions to the job/housing imbalance. Section 6.8.7 identifies the need for further evaluation of potential land use changes, based on RTP recommendations. This outstanding issue would be address prior, or as part of, the next RTP update. No change recommended to the draft RTP at this time.

**Comment 13:** Address Clackamas County job/housing imbalance with land use policy changes. (TPAC, 11/23/99)

**Comment 13:** Land use alternatives should be more prominently discussed where transportation solutions were not adequate to implement the 2040 Growth Concept. (Multnomah County, 10/27/99)



**TPAC Recommendation on Comments 12 and 13:** Agree. Add the following bullet to Section 6.8.7, which deals with needed land use and transportation evaluation of the 2040 Growth Concept:

- Damascus & Pleasant Valley Urban Reserves: The overall jobs/housing imbalance in Clackamas County results in heavy travel demand on routes like I-205 and Highway 224 that link Clackamas County to employment areas. A review of the Damascus and Pleasant Valley Urban Reserves should consider the potential for improving jobs/housing balance in these areas. This review should include areas in the Pleasant Valley areas that have been recently incorporated into the urban area, but are largely undeveloped.

**Comment 14:** Review urban reserve designation of Beaver Creek area. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 14:** Agree. Add the following bullet to Section 6.8.7, which deals with needed land use and transportation evaluation of the 2040 Growth Concept:

1. Beaver Creek Urban Reserves: Urbanization of these reserves would require major improvements to Highway 213 and connecting arterial streets that may be inappropriate in scale and cost, and could negatively impact adjacent areas in Oregon City. These reserves should be reviewed to determine whether refinements are appropriate in order to better complement existing transportation and land use plans in the vicinity.

**Comment 15:** Establish a work plan to address Willamette Valley growth in future RTP updates. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 15:** Agree, in part. Though growth in the valley is expected to make up the bulk of traffic on I-5 South in the future, the RTP is limited in its ability to address travel demand for this corridor. Section 6.8.3 calls out the need to incorporate ODOT's valley model into the regional model as part of the next update to the RTP. This is an important first step in addressing the growth in travel demand between the metro region and the valley. However, other planning activities for the valley are already underway, with ODOT and DLCD working as lead agencies. Metro will continue to work with these state agencies to ensure that regional interests are reflected in valley planning decisions. No change recommended to the draft RTP at this time.



METRO

**Exhibit "B" to Resolution No. 99-2878**  
*1999 Regional Transportation Plan*

**Part 2**  
**JPACT Consent Items**

**Policies and System Maps**

**Comment 1:** Change Policy 13, page 1-8, to read: "Manage the existing ~~Provide a regional motor vehicle system of...~~ and add objective I: Implement a pricing system based on traveler's relative contribution to congestion based on time of day, type of vehicle, number of passengers. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 1:** No change is recommended. Other policies on page 1-56 of the draft RTP more appropriately deal with the peak period pricing issue as a tool to manage congestion in the region.

**Comment 2:** Revise Policy 18.0, Objective b, fourth bullet, to add the following text, "•Multi-modal traveler information services (such as broadcast radio and television; highway advisory radio; variable message signs; on-line reports and transit service reports; real-time transit arrival and departure monitors; and on-board navigation aids." (Willamette Pedestrian Coalition, 11/17/99)

**TPAC Recommendation on Comment 2:** Agree. Amend as requested.

**Comment 3:** Revise Policy 19.0, to add new objective h, "Promote end-of-trip facilities that support alternative transportation modes, such as showers and lockers at employment centers." (Willamette Pedestrian Coalition, 11/17/99)

**TPAC Recommendation on Comment 3:** Agree. Amend as requested.

**Comment 4:** "A significant hole in the RTP is the lack of discussion of the price elasticity of transportation. With world oil production predicted to peak within the 20 year time frame of this plan, it is prudent and essential that we prepare for the effects of increasing gasoline prices." (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 4:** Agree, in part. However, past predictions on the cost of oil have been so exaggerated over actual trends, that there is little merit in completing such an analysis at this time. Metro's regional demand model does account for the relative value of time in mode choices, and this has proven to be a more reliable prediction of future travel behavior. The model also considers parking costs, which are also more predictable, and represent a more discrete cost in trip-making. Another cost that could be considered is the aggregate cost of operating a personal vehicle. These

are all compelling issues that should be considered in future updates of the RTP. The plan is updated every three to five years with the specific purpose of evaluating such changes in transportation demand and technology.

**Comment 5:** Policy 11.0 Regional Street Design. The level of traffic determines whether bike lanes are warranted. Strike all references to “wide outside lanes or shared roadways.” (Rex Burkholder, 11/17/99)

**Comment 6:** Policy 16.1 Regional Bicycle System. Eliminate references to “wide outside lanes” as per argument under Policy 11.0 Regional Street Design. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comments 5 and 6:** Agree, in part. That bike lanes are the preferred bikeway choice in regional street design guidelines should be made more explicit in the RTP. Add the following sentences (from page 21 of *Creating Livable Streets: Street Design Guidelines*) as the last sentence of paragraph 2 on page 1-46 of the RTP: Regional streets provide the primary network for bicycle travel in the region, and require features that support bicycle traffic. Bicycle lanes are the preferred bikeway design choice for the throughway (highway), boulevard, street and road design classification concepts.

However, level of traffic is not the only factor that determines whether bike lanes are warranted. Wide outside lanes or shared roadways are acceptable where the following conditions exist:

- it is not possible to eliminate or reduce lane widths;
- topographical constraints exist;
- additional pavement would disrupt the natural environment or character of the natural environment;
- parking is essential to serve adjacent land uses or improve the character of the pedestrian environment;
- densely developed areas with low motor vehicle speeds.

Refer to page 21 of *Creating Livable Streets* for a more detailed discussion of general considerations and design guidelines for bike lanes.

**Comment 7:** Policy 1.0 Public Process. Public involvement fails to discover the public’s wishes and concerns, leading to plans which lack public support (i.e. funding). Add objective: c. Objective: Use surveys and referenda to get citizen input in plan development and MTIP process. Use the results to determine transportation priorities. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 7:** Use of surveys is one useful tool in a large toolbox full of public involvement strategies, but surveys and referenda should not be used alone to determine transportation priorities. Furthermore, these are a work program methodology, not a transportation system characteristic.

**Comment 8:** Policy 2.0 Intergovernmental Coordination - Metro does have a coordinating role but it also has the authority and budgetary responsibility (given by Congress) to direct transportation

investment. The chart on the bottom of 1-11 indicates a reversal of the proper decision-making order. As currently configured, the major decisions are made by staff (TPAC and MTAC, 11/18/99), refined by the coordinating committees (JPACT and MPAC) and then reviewed and ratified by the Council. Amend language: The Metro Council sets transportation policy and priorities for the region. Metro coordinates with among the local, regional and state jurisdictions and private entities that own and operate the region's transportation system to better provide for state and regional transportation needs. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 8:** The existing regional decision-making process is sound. The Metro Council has the authority to remand decisions back to JPACT.

**Comment 9:** Downgrade Garden Home Road and Oleson Road north of Garden Home Road from minor arterials to local collectors on the Regional Motor Vehicle System Map. (Robert Bothman, 11/4/99)

**TPAC Recommendation on Comment 9:** This part of the region lacks an adequate east-west and north-south arterial street network, and Garden Home and Oleson roads have been included in past regional plans as minor arterials.

**Comment 10:** Downgrade Garden Home Road and Oleson Road north of Garden Home Road from community boulevard to community street designations. (Robert Bothman, 11/4/99)

**TPAC Recommendation on Comment 10:** Both Garden Home and Oleson are designated as main streets in the 2040 Growth Concept, and the Community Boulevard designation is the most appropriate design for a designated main street.

**Comment 11:** The RTP should recognize that students at the region's institutions of higher education have unique public transit needs. (Julie North; 10/28/99)

**TPAC Recommendation on Comment 11:** Agree. Policy language will be added to the end of the public transportation section on page 1-41 of Chapter 1 to read as follows:

"Transit Service for Special Needs Populations

Public transportation service often provides the only available transportation service to many people in the region, including; students, the elderly, the economically disadvantaged, the mobility impaired and others with special needs. It is important that the public transportation service providers consider the special needs of those people who rely on the providers as their primary transportation option for access to jobs, job training and services."

Revise Section 6.4.10 - Transit Service Planning to include the following text:

"6. Consider....designated lanes and traffic controls)

Public transit providers shall consider the needs and unique circumstances of special needs populations when planning for service. These populations include but are not limited to: students, the elderly, the economically disadvantaged, the mobility impaired and others with special needs. Consideration shall be given to:

- adequate transit facilities to provide service.
- hours of operation to provide transit service corresponding to hours of operation of institutions, employers, and service providers to these communities.
- adequate levels of transit service to these populations relative to the rest of the community and their special needs."

**Comment 12:** Add policy language to public transportation section regarding the speed and reliability of and 100% accessibility for mobility impaired to transit service. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 12:** Agree. Add the following language to Chapter 1:

**"Policy 14.0. Regional Public Transportation System**

Provide an appropriate level, quality and range of public transportation options to serve this region and support implementation of the 2040 Growth Concept, consistent with Figures 1.15 and 1.16.

1. Objective: Provide ~~special transit service that is accessible to the mobility impaired and provide as needed, such as~~ para-transit to the portions of the region without adequate fixed-route service to comply that complies with the Americans with Disabilities Act of 1990.

**Policy 14.3. Regional Public Transportation System**

Provide transit service that is fast, reliable and has competitive travel times compared to the automobile.

- a. Objective: Transit travel time (in-vehicle) for trips on light rail transit and rapid bus routes during the peak hours of service should be no slower than 150% of the auto travel time during the off-peak hours. Exceeding this threshold would result in considering preferential treatment to road system for transit and express operation.
- b. Objective: Total transit travel time (in-vehicle + non-weighted wait time) for trips on regional bus routes should no slower than 200% of the total auto travel time."

In addition, Chapter 6, page 6-38, Section 6.8.10 identifies the need for additional work to develop a broader set of performance measures for all modes of travel as they relate to planned land uses.

**Comment 13:** Designate 182<sup>nd</sup> /Division and 182<sup>nd</sup> /Powell as Boulevard Intersections. (City of Gresham, 11/22/99)

**TPAC Recommendation on Comment 13:** Agree. Amend as requested.

**Comment 14:** Add freight designation descriptions to Chapter 1, page 1-45. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 14:** Agree. Amend as requested.

**Comment 15:** Revise text that references Figures 1.13, 1.14 and 1.15 to refer to circles, instead of squares. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 15:** Agree. Amend as requested.

**Comment 16:** Revise the RTP System maps and Chapter 5 map boundaries for the Beaverton regional center and Murray Scholls town center to reflect recent adoption of new boundaries in Beaverton land use codes. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 16:** Agree. Amend as requested.

**Comment 17:** Amend page 1-57, Parking Management, last sentence to read, "The reduction in demand for parking will allow the region to...efficiently, reduce impervious surfaces, and..." (Oregon City, 12/2/99)

**TPAC Recommendation on Comment 17:** Agree. Amend as requested.

**Comment 18:** Incorporate peak period pricing recommendations into RTP. (TRO Task Force)

**TPAC Recommendation on Comment 18:** Agree. Policy 19.2 recommends that peak period pricing be considered when new highways or highway lanes in congested corridors are called for in the RTP. Section 6.7.5 recommends that peak period pricing be considered as capacity improvements are studied for the following facilities or corridors:

- I-5 North
- McLoughlin-Highway 224
- Sunrise Highway
- I-205 North (Or. City to Clark Co.)
- I-205 South (Oregon City to I-5)
- I-5 to 99W Connector (Tualatin to Sherwood)
- Highway 217
- Sunset Highway (west of Highway 217)
- TV Highway (Beaverton to Hillsboro)

**Comment 19:** Amend page 1-56, Policy 19.2, Objective c and b. to remove the phrase "using the criteria used in Working Paper 9 of the Traffic Relief Options study" from objective c. and add the phrase to the end of the first sentence of Objective b. (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 19:** Agree. Amend as requested. The criteria should be used whenever peak period pricing is considered, not just when a pilot project is selected.

**Comment 20:** Move Policy 19.2, Objective d., page 1-56 to the financing section because it deals with a financing implementation issue rather than a policy. (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 20:** Disagree in part. While this objective is not really a policy statement, it is one of the task force recommendations and ties into the pilot project recommendation in Objective c. No change is recommended.

**Comment 21:** Policy 8.0. Water Quality: In the appropriate implementing chapter add the following:

Local jurisdictions shall amend their comprehensive plans and transportation system plans to implement the design changes recommended on page 1-13, 1-14, in roadways to significantly reduce stormwater runoff.

In addition, set regional goals for reducing the percentage of land used for parking and eliminate parking minimums in local plans. In the appropriate implementing chapter add the following: "Local jurisdictions shall amend their comprehensive plans and transportation system plans to eliminate minimum parking requirements and to reduce amount of land area used for parking."

(Rex Burkholder, 11/17/99)

**Comment 22:** Chapter 6. Add a section on street design for stormwater runoff reduction. See comment above. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comments 21 and 22:** Disagree, at this time. These are among the outstanding issues in Section 6.8 that require further refinement in the *Green Streets Initiative* described in Section 6.8.1.

**Comment 23:** Policy 13: Level of Service differentials: Use one standard of LOS for all roadways. Adopt a congestion-pricing program for all existing roadways. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 23:** LOS differentials are necessary due to differences in 2040 land uses. A congestion-pricing program for all existing roadways would be contrary to Traffic Relief Options study recommendations recently adopted by Metro Council.

**Comment 24:** Policy 18 Transportation System Management: Access management should not reduce pedestrian and bicycle movement. On page 1-54 under Access management, calls for minimizing connections of local streets to arterial streets, which reduces connectivity. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on 24:** Agree. Amend the following sentence on page 1-54, third paragraph, "minimizing connection of local streets to regionally significant arterial streets consistent with regional street design policies and..."

**Comment 25:** Policy 19.1. Regional Transportation Demand Management Eliminate requirement for minimum parking ratios under Objective (a) as unnecessary and contrary to goals for reducing impermeable surfaces and reducing VMT. Recommendation: Amend Objective (a) to read: Objective a: Establish ~~minimum and~~ maximum parking ratios to help.... (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 25:** Certain land uses require minimum parking. Also, Objective f. stresses further study of market-based strategies such as parking pricing, employer-based parking cash-outs and restructuring parking rates.

**Comment 26:** Policy 19.2 Regional Transportation Demand Management. As the Traffic Relief Options Study showed quite clearly, Congestion Pricing is an effective and fair means of managing traffic demand. Amend the language on congestion pricing as follows:

b. Objective: apply peak period pricing appropriately to manage congestion ~~and generate revenues to help with needed transportation improvements.~~

c. Objective: ~~Use Consider~~ peak period pricing as a feasible option when ~~major~~ new highway capacity is added to the regional motor vehicle system.

~~d Objective: Do not price existing roadways at this time (Rex Burkholder, 11/17/99)~~

**TPAC Recommendation on Comment 26:** Policy 19.2 in the 11/5/99 1999 RTP Adoption Draft (page 1-56) has been amended to reflect the *Traffic Relief Options* study recommendations recently adopted by Metro Council.

**Comment 27:** 6.4.5 Design standards for street connectivity. Amend 2 (h) to read:

h. Includes a street design, with exemplary street cross sections, that support expected speed limits of under 20mph on local service streets and under 25 mph on collector streets, and...(Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 27:** State law sets speed limits. Also, "support ~~expected~~ speed limits" should be replaced with "support posted speed limits" to be consistent with text on Street Design in the RTP.

**Comment 28:** MTIP program 6.5.2. Project lists should be adopted by resolution/ordinance of local jurisdictions, with required public hearings, before being submitted to Metro for consideration. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 28:** Agree. In current practice, MTIP projects must come from an adopted local plan or program, which in turn would have required local public hearings. This issue will be further addressed as part of a detailed examination of Chapter 6 by TPAC and JPACT as part of the post-resolution activities.

**Comment 29:** 6.6.3 Congestion Management Requirements. Require implementation of Congestion Management Techniques listed in this section before capacity increases are funded. This may require setting priorities among these actions appropriate to the scale of the project. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 29:** Agree. This requirement is already stated.

**Comment 30:** The following issues are not addressed in the RTP and should be included: Regional concerns and issues regarding air freight and air travel; regional responsibility for funding improvements on local street systems to relieve demand on regional facilities; changing environment:

- Peak in world oil production (projected to occur between 2001 -2015)
- Effect of increased use of sport utility vehicles and light trucks in fleet on air quality conformity



- Growth in traffic originating outside of region and role of highway widening in encouraging long distance commuting. (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 30:** Air freight and air travel is described in Section 1.3.5, and is mapped in Figures 1.16 and 1.17. Local streets are generally funded with development capital funding. Local street system design criteria is described on page 1-34. Comments on changing environment have been addressed previously.

**Comment 31:** Policy 19.0, Objective d. Should refer to policy 20.1, funding priorities rather than just list areas in which we want to fund TMAs. We selected the TMAs in the current round using policy 20.1 priorities, we should state so in the TMA funding policy. (City of Portland, 12/1/99)

**TPAC Recommendation on Comment 31:** Current language in Policy 19.0, Objective d. is sufficient. Policy 20.1 includes implementation of a regional transportation system through selection of complementary transportation projects and programs. This includes the TDM program and TMA funding.

**Comment 32:** Beginning on page 1-5, replace the word ~~ridesharing~~ with the words carpooling and vanpooling throughout the text. Ridesharing is an antiquated early 1990s term that was used to generally describe all TDM strategies. (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 32:** Agree.

**Comment 33:** Page 1-53, second paragraph. Amend the following sentence: Most TDM strategies are designed to influence travel choices by providing a ~~reason to choose a means of travel other than driving alone~~ alternatives to driving alone. (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 33:** Agree.

**Comment 34:** Policy 18.0 c. Objective. Rerword to include transit priority measures. (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 34:** Transit priority measures are sufficiently covered under Public Transportation and Regional Street Design policies.

**Comment 35:** Policy 19.0 b. Objective. Amend the objective to read ...in 2040 Growth Concept land use components, including central city, regional centers... (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 35:** Agree. Above language or something similar will be used for clarification.

**Comment 36:** Policy 19.0 e. Objective. Amend the objective to read ...programs and services that encourage employees to ~~change commuting patterns,~~ use non-SOV modes, such as.... (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 36:** Agree, in part. The TDM strategies described above would change commuting patterns. The concern here is that by changing commuting patterns, we

may be encouraging employees not ride transit. The importance of transit to TDM is expressed in the policy sentence. Staff suggests the following amendment:

...programs and services that encourage employees to use non-SOV modes or change commuting patterns, such as....

**Comment 37:** Policy 19.1 Regional Parking Management. Amend opening sentence to read ...central city, regional centers, industrial areas, town centers...(Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 37:** Disagree. In general, the UGMFP Title 2 Parking Maximum Map divides the region into Zone A and Zone B for parking maximum purposes. Zone A includes the mixed use centers of the Metro 2040 Growth Concept as well as areas which are within 1/4 mile of Tri-Met bus lines with 20 minute or better frequency at the PM peak, and areas within 1/2 mile of Light Rail. Zone B has less restrictive standards for parking maximums. Industrial areas in the region are for the most part included in Zone B.

**Comment 38:** page 1-56 second and third paragraph text; dilute emphasis on commute/peak hour; add...works cooperatively with employers, community based groups and other organizations to provide alternatives to driving alone ~~during rush hour~~. Next paragraph: replace ~~commuters~~ with people. (City of Portland, Tri-Met 12/1/99)

**TPAC Recommendation on Comment 38:** Agree.

**Comment 39:** Table 1.2. Include a map showing these locations with the non-SOV targets. Add non-SOV targets to the "Existing and Proposed TMA" placeholder map. Are non-SOV targets for all trips? By what date must the TPR 10 percent VMT/capita reduction requirement be achieved? (City of Portland, Tri-Met,12/1/99)

**TPAC Recommendation on Comment 39:** Agree, in concept. A map may be redundant, as Table 1.2 gets the message across. Detailed work on a map would not begin until January, 2000. The non-SOV targets are for all trips. The table and text will be clarified to indicate targets are for all trips and to add the deadline date.

**Comment 40:** page 6-13, first paragraph. Amend last sentence: Regional Street Design considerations ~~in this title~~ Title 6, transportation demand management strategies, and transit's role in serving the area. (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 40:** Agree.

**Comment 41:** page 6-13, second paragraph. Where is the overall analysis of mobility? Moving cars and transit is identified, but there is not an overall analysis of people movement. (Tri-Met, 12/1/99)

**TPAC Recommendation on Comment 41:** Refer to maps, tables and text in Section 3.3.

## Transportation Finance

**Comment 42:** Revise Section 5.4 to reflect updated revenue figures. (TPAC, 12/4/99)

**TPAC Recommendation on Comment 42:** Agree. Amend as requested. See Attachment A for actual language.

**Comment 43:** Include graphics in Section 5.4 demonstrating:

1. the amount of revenue from each revenue source that is assigned to each cost strategy
2. the cost of improving roads/highways if maintenance is deferred over time

(TPAC, 11/23/99)

**TPAC Recommendation on Comment 43:** Agree. Amend as requested.

**Comment 44:** Clarify that the road maintenance fee could be implemented within each jurisdiction by ordinance of the governing body. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 44:** Agree. Amend as requested.

**Comment 45:** Provide financial capital cost information in an annualized form to provide comparison with operation and maintenance costs. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 45:** Agree. An annual cost, assuming implementation of capital projects in an even rate, with an annual inflation rate at accepted industry standards will be developed for the Strategic System and included as additional information in Section 5.4.

**Comment 46:** Include information about the effects of adding new capital projects to the costs of operations and maintenance of the Strategic System. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 46:** Agree. This information will be developed and included as additional information in Section 5.4.

**Comment 47:** Would RTP amendments have to be federally acknowledged prior to the MTIP application process, and if so, how much time would this add to such a process? (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 47:** In order for a project to be eligible for MTIP funding, the project must be identified in the RTP. Section 6.6.2 in Chapter 6 describes the process necessary for RTP project amendments. RTP amendments can occur concurrently with MTIP allocation.

**Comment 48:** Consider adding a flow chart to Chapter 6 that details a time estimate for the various phases and MTIP amendment scenarios. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 48:** This comment will be forwarded to the MTIP subcommittee.

**Comment 49:** Priority should be given to funding bicycle and pedestrian improvements identified in the RTP Strategic list. (Multnomah County Bicycle and Pedestrian Advisory Committee, 11/12/99)

**TPAC Recommendation on Comment 49:** Agree, in part. Completing the regional bicycle system is included Policy 16.0 in Chapter 1. "Stand alone" bicycle improvements to regional access bikeways and regional corridor bikeways are essential to completing the regional bicycle system, and should be given priority in the MTIP process. Policies 17.0 through 17.3 address pedestrian design, mode share increase and access. "Stand alone" pedestrian improvements in the central city, regional centers, town centers, station areas and main streets should be given priority in the MTIP process. However there are a number of cases in the RTP Strategic list where bicycle and pedestrian improvements are included with boulevard design improvements, widening roads and building new roads. Therefore, it would not be advisable to give priority to all bicycle and pedestrian improvements identified in the RTP strategic list. Care must be taken in prioritizing projects so that bicycle and pedestrian improvements that are best for the region are given the highest priority for funding.

## Performance Measures

**Comment 50:** Performance measures for non-auto modes should be incorporated into the plan. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 50:** Agree. The RTP includes a 2-tier congestion policy that differentiates between 2040 land use types, and a third tier that calls for alternative mode measures instead of congestion-based measures for certain centers and corridors. However, additional measures are proposed as outstanding issues for future RTP updates in Section 6.8.3.

**Comment 51:** Table 1.1 in the RTP should be revised to be consistent with the level of service policy in the Oregon Highway Plan (ODOT, 10/27/99).

**TPAC Recommendation on Comment 51:** Table 1.1 is consistent for statewide, regional and district routes. However, where Table 1.1 differs from the OHP on interstate highways and expressways (these are classified as principal arterials in the RTP), the level of service policy called out in the RTP is consistent with the previous level of service E standard proposed for the OHP. In redefining the level of service from "grades" to volume/capacity figures, the OHP moved to D being defined as acceptable, which is a significant change from the previous E standard proposed for the OHP, and subsequently used in the draft RTP.

Metro's E standard for interstate highways and expressways is based on a the 1997 LOS Alternatives Analysis, which examined the relative benefits of varying LOS standards. That analysis showed that a D standard would require a massive expansion of the highways and expressway system, with most routes expanded to 10 lanes. Such a capacity is not only financially prohibitive -- eight times our current 20-year revenue forecast, and twice our Strategic System -- but also would have dramatic social and environmental impacts. In contrast, the benefits of such a standard in terms of shortened travel times and reduced congestion were modest, compared to the standards proposed in the draft RTP. The OHP fails to provide a similar level of analysis that demonstrates why the new D/E standard is appropriate for the Metro region.

**Comment 52:** One-hour LOS modeling is needed to fully evaluate proposed improvements, because two-hour modeling does not determine all areas where LOS policy is exceeded. (Washington County, 10/27/99)

**TPAC Recommendation on Comment 52:** Agree, however, for 2020 model forecasts, the p.m. peak two hour period has been used because of peak spreading issues. Because of increasing p.m. peak one-hour congestion levels in the future, it is expected that there will be more peak spreading outside of the peak one hour. Metro's Travel Forecasting section has not been successful in creating a peak spreading model for the future, therefore two hour forecasts have been adopted. It is possible to use current 1994 survey p.m. peak one hour peaking factors, however this will probably overestimate peak one hour conditions in the future due to the effects of peak spreading.

For LOS analysis, Metro has developed criteria based on the total p.m. peak two-hour assignment, rather than separating the one-hour and remaining portion of the two-hour period. A table showing the LOS deficiency thresholds using only the p.m. peak two-hour assignment will be included in the RTP appendices. For the purpose of TSP development, however, the two-hour modeling is adequate, and refinements can be done at the project development level.

**Comment 53:** Expand Area of Special Concern criteria to acknowledge progress toward non-SOV targets as measure of compliance. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 53:** Agree. Revise Section 6.7.6 as follows:

1. Adopt the following performance measures standards, and provide an analysis that demonstrates progress toward these measures in the local TSP:

**Comment 54:** Non-SOV targets in industrial areas and intermodal facilities are unattainable, given proposed transit service in those areas (Port of Portland, 10/29/99)

**TPAC Recommendation on Comment 54:** Agree, in part. The non-SOV targets are a long term measure of progress in implementing the 2040 Growth Concept, and are not intended as strict performance standards. In addition, the demand-responsive and vanpool transit service proposed for industrial areas is not modeled, but is intended to provide a high level of transit service to major employers. This proposed service is only reflected in the regional model by fixed route service due to technical limitations in the model. No change recommended to the draft RTP.

**Comment 55:** Non-SOV targets should be identified for the financially constrained RTP. (DEQ, 10/27/99)

**TPAC Recommendation on Comment 55:** Agree. This issue will be addressed by TPAC as part of developing the financially constrained RTP, which is a post-resolution activity. Changes will be incorporated prior to adoption of the RTP by ordinance.

**Comment 56:** Mid-Day LOS should be addressed prior to adoption of the RTP (Multnomah County, 10/27/99 and Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comment 56:** Agree. A mid-day LOS analysis is proposed as part of the post-resolution work plan, prior to adoption of the RTP by ordinance.

**Comment 57:** The State TPR requirements and findings on VMT/capita reduction should be more clearly summarized (Multnomah County, 10/27/99)

**TPAC Recommendation on Comment 57:** Agree. Section 6.2.1 was expanded in the final draft, addressing this comment. In addition, findings on compliance with the state TPR will be developed as part of the post-resolution activities, prior to adoption by ordinance.

**Comment 58:** The draft RTP does not adequately call out that regional performance measures have been reduced from previous plans to allow a higher level of peak hour congestion to be considered as acceptable in the future. (Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comment 58:** In 1997 Metro completed an extensive study of level of service alternatives that was used to develop a LOS policy for Chapter 2 (Transportation) of the Regional Framework Plan. The reduced level of service performance measure adopted in the Regional Framework Plan underwent extensive review and comment by TPAC, JPACT, MPAC, the Metro Council and citizens who participated in the Regional Framework Plan adoption process.

**Comment 59:** Metro should annually monitor the progress made toward implementing and funding the elements of the strategic system. (Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comment 59:** Agree. Metro intends to compile a report annually to address this. In addition, Section 6.5.3 in Chapter 6 of the RTP outlines how benchmarks will be established to monitor RTP implementation over-time.

## **Performance Measures**

**Comment 60:** Do not require local compliance with Motor Vehicle Performance Measures (Table 1.1) in local TSPs. (City of Portland, 12/1/99)

**TPAC Recommendation on Comment 60:** The state TPR requires regional transportation system plans to include performance measures. The LOS measures in Table 1.1 are revised LOS measures that better recognize the relationship between land use, congestion and alternative mode potential. In addition, the expanded Areas of Special Concern provisions directly reflect new provisions in the TPR that allow for new alternative measures where traditional motor vehicle level of service (A-F) measures are not appropriate or adequate. No change recommended to the draft RTP.

## **Local Planning Requirements and Project Development**

**Comment 61:** The legal requirements of the RTP should be clearly spelled out in the document. (Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comment 61:** Agree. Section 6.4 in Chapter 6 of the draft plan details what elements of the RTP apply to local plans.

**Comment 62:** Chapter 6.4.3 identifies Metro's role in local plan amendments. This section should clarify to what process this applies. (Westside Economic Alliance, 11/23/99)

**TPAC Recommendation on Comment 62:** As stated in this section, the intent is to "review local plans and plan amendments, and facility plans that affect regional facilities for consistency with the RTP." No revision is recommended.

**Comment 63:** Specifically address how the Oregon Highway Plan provisions for special transportation areas, commercial centers and urban business areas relate to the RTP. (MTAC, 11/18/99)

**TPAC Recommendation on Comment 63:** Agree. Staff recommends the following revision to page 6-7:

### 6.2.3 Special Designations in the Oregon Highway Plan

The Oregon Highway Plan (OHP) establishes three special district designations for certain areas along state-owned facilities. The purpose of the designations is to respond to unique community access and circulation needs, while maintaining statewide travel function. Though these special districts are generally identified jointly between ODOT and local jurisdictions, the RTP establishes a policy framework that supports these OHP designations through the 2040 Growth Concept and corresponding regional street design classifications contained in Section 1.3.5. The following is a summary of how RTP street design designations correspond to the OHP special district classifications:

*Special Transportation Area (STA):* this designation is intended to provide access to community activities, businesses and residences along state facilities in a downtown, business district or community center. In these areas, the OHP acknowledges that local access issues outweigh highway mobility, except on certain freight routes, where mobility needs are more balanced with local access.

The RTP addresses this OHP designation through the boulevard design classifications, which correspond to the 2040 central city, regional center, town center and main street land use components. In the Metro region, these land use components are eligible to be designated STAs, as defined in the OHP. Further, the application of the boulevard design classifications also factors in major freight corridors, and this design classification is generally not applied to such routes.

*Commercial Center:* this designation applies to relatively large (400,000 square feet) commercial centers located along state facilities. In these areas, the OHP allows for consolidate access roads or driveways that serve these areas, but such access is subject to meeting OHP mobility standards on the state highway serving the center.

The RTP supports this OHP designation with the throughway design classifications, which include freeway and highway design types. The throughway designs are mobility-oriented, and generally apply to routes that form major motor vehicle connections between the central city, regional centers and intermodal facilities. The throughway design classifications support the concept of limiting

future access on a number of state facilities in the region that are designated as principal routes in the RTP.

Urban Business Area (UBA): this designation recognizes existing commercial strips or centers along state facilities with the objective of balancing access need with the need to move through-traffic.

In the Metro region, these areas are generally designated as mixed-use corridors in the 2040 Growth Concept, and a corresponding regional or community street design classification in the RTP which calls for a balance between motor vehicle mobility, and local access. These designs are multi-modal in nature, and include transit, bicycle and pedestrian design features, consistent with the OHP designation.

**Comment 64:** Clarify that the 2020 forecast requirement for local TSPs in Chapter 6 is only for transportation planning purposes, and does not apply to other land use planning requirements. (MTAC, 11/18/99)

**Comment 65:** Clarify local forecast option in Section 6.4.1 as it relates to overall planning for UGMFP purposes (MTAC, 11/18/99 and City of Portland, 12/1/99)

**TPAC Recommendation on Comments 64 and 65:** Agree. Revise Section 6.4.1 as follows:

"....2020 population and employment forecast contained in Section 2.1 and 2.3, or alternative forecast as provided for in Section 6.4.8 of this chapter, but only for the purpose of TSP development an analysis."

and revise the final paragraph in Section 6.4.1 as follows:

"...is amended to increase or decrease. The provisions in this section are for the purpose of TSP development and analysis, and do not necessarily apply to other planning activities."

**Comment 66:** Define "significant" in section 6.4.4, using a threshold number of SOV trips (MTAC, 11/18/99 and City of Portland, 12/1/99)

**TPAC Recommendation on Comment 66:** Agree. Amend Section 6.4.4 as follows:

....to add significant single occupancy vehicle (SOV) capacity to the regional motor vehicle system ~~multi-modal arterials, and/or highways.~~ For the purpose of this section, significant SOV capacity is defined as any increase in general vehicle capacity designed to serve 700 or more additional vehicle trips in one direction in one hour over a length of more than one mile.

In addition, this issue will be further addressed as part of a detailed examination of Chapter 6 by TPAC and JPACT as part of the post-resolution activities.

**Comment 67:** Clarify the opening paragraphs in section 6.4.1; opening text suggests that the RTP consists of recommendations and not requirements. (MTAC, 11/18/99)



**TPAC Recommendation on Comment 67:** Agree. Revise first sentence of first completed paragraph on page 6-8, and move below the Chapter 6 bullets on the same page, as follows:

"For the purpose of local planning, ~~all the~~ remaining provisions in the RTP are recommendations unless clearly designated in this section as a requirement of local government comprehensive plans."

**Comment 68:** Local plan amendments should be evaluated against the preferred system, not the strategic system (Washington County, 10/27/99)

**TPAC Recommendation on Comment 68:** The strategic system was developed to be "adequate" to meet the region's needs, and is the best measure of what can be expected to be in place in the long term as the RTP is implemented. The preferred system represents an optimal set of improvements that are largely unfunded, and thus serves as an overly optimistic basis for evaluating changes to local comprehensive plans. No change recommended to the draft RTP.

**Comment 69:** Clarify the MTIP section in Chapter 6 to allow air-quality neutral projects to be added to financially constrained system without affecting other projects. (ODOT)

**TPAC Recommendation on Comment 69:** Agree. Revise the final paragraph of Section 6.5.1 to read:

....to include the project or projects. In addition, when the constrained scenario is amended, continued financial constraint must be demonstrated by identifying additional revenues or removal of other projects from the constrained scenario. An exception to this requirement is any project deemed to be exempt from air-quality rules. Except in the case of exempt...."

**Comment 70:** Remove "benchmarks" from MTIP section of Chapter 6. (ODOT)

**Comment 71:** Establish benchmarks for each mode. (Rex Burkholder, 11/17/99)

**Comment 72:** Use the benchmarks to build the program year phases of the RTP project list. (City of Portland, 12/1/99)

**TPAC Recommendation on Comments 70, 71 and 72:** OAR 660.012.0035(7) requires regional TSPs to include interim benchmarks to assure satisfactory progress toward meeting TPR provisions in five year increments. The benchmarks called for in Section 6.5.3 are included for this purpose. To clarify the purpose of the benchmarks, the following revision is proposed for Section 6.5.3:

"2. Findings.... in conjunction with other RTP monitoring activities.

In addition, benchmarks should be designed to track the following general information to the degree practicable for ongoing monitoring:

- progress on financing the strategic system
- progress in completing the modal systems described in Chapter 1

- relative change in system performance measures
- progress toward land use objectives related to the RTP
- relative comparisons with similar metropolitan regions on key measures

In addition, it is premature to set benchmarks for each mode because Metro does not have a complete inventory of existing infrastructure. It is Metro's intent to complete this inventory as part of developing the benchmarks. As a result, this issue will be further addressed as part of a detailed examination of Chapter 6 by TPAC and JPACT as part of the post-resolution activities.

**Comment 73:** Revise project maps in Chapter 5, as appropriate, to show "proposed" alignments as dashed lines. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 73:** Agree. Revise maps as proposed.

**Comment 74:** Improve delineation of UGB and urban reserves on Chapter 5 project maps. (TPAC, 11/23/99)

**TPAC Recommendation on Comment 74:** Agree. Revise maps as proposed.

**Comment 75:** Amend 6.4.3 regarding Metro review of local plan amendments to better reflect local quasi-judicial processes, where staff reports are typically available 10 days prior to a hearing. (City of Portland, 12/1/99)

**TPAC Recommendation on Comment 75:** Agree. Recommend the following revisions to Section 6.4.3:

"...the jurisdiction shall forward the proposed amendments or plans ~~and accompanying staff report~~ to Metro prior to public hearings on the amendment..."

**Comment 76:** Revise wording on p. 5-49 to read:

"... urban reserve planning that will be led by Metro and local government partners."

(City Gresham, 11/22/99)

**TPAC Recommendation on Comment 76:** Agree. Amend as requested.

**Comment 77:** Amend the Peak Period Pricing bullet on page 4-15, to read "~~...can reduce the need for new roadways while providing~~ can provide some revenues for needed highway expansion. In addition, peak period pricing can manage congestion on new highway lanes, thereby extending their life and reducing the need for future expansions." This is a financing section, so the finance aspect should be emphasized. In addition, because this policy refers to the pricing of new lanes only, the demand management aspect should be clarified in a separate sentence. (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 77:** Agree. Amend as requested.

**Comment 78:** Amend page. 4-15, Peak period pricing bullet, second paragraph to copy the first three sentences to the last paragraph on peak period pricing on page 1-57 and delete the specific dollar amount references. In addition, revise the second sentence to read, "The Traffic Relief Options study, under undertaken with guidance from a citizen task force and completed by Metro..." (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 78:** Agree. Amend as requested.

## Refinement Planning

**Comment 79:** Describe who will lead and finance refinement plans, and outline the issues that will be addressed in corridor planning; Metro should take the lead role in corridor planning. (1,000 Friends of Oregon, 12/2/99, Multnomah County, 10/27/99 and Washington County Coordinating Committee, 10/27/99)

**Comment 80:** Establish a prioritization for refinement plans contained in Chapter 6. (TPAC, 11/23/99)

**TPAC Recommendation on Comments 79 and 80:** Agree. Recommend the following revision to Section 6.7.4, as follows:

### Section 6.7.4 Refinement Planning Scope and Responsibilities

In some areas defined in this section, the need for refinement planning is warranted before specific projects or actions that meet and identified need can be adopted into the RTP. Refinement plans generally involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. Therefore, unless otherwise specified in this section, Metro or ODOT will initiate and lead necessary refinement planning in coordination with other affected local, regional and state agencies. Refinement planning efforts will be multi-modal evaluations of possible transportation solutions in response to needs identified in the RTP. The evaluation may also include land use alternatives to fully address transportation needs in these corridors. Appendix 3.1 describes the 1999 prioritization for refinement plans. Refinement plan prioritization and specific scope for each corridor is subject to annual updates as part of the Unified Work Plan (UWP).

*(renumber subsequent sections in Chapter 6)*

**Comment 81:** The Banfield corridor planning considerations should be recommendations, like other corridors described in this section. (City of Portland, 12/1/99)

**TPAC Recommendation on Comment 81:** Agree. Revise Banfield Corridor description on page 6-22 as follows:

"...Instead, local and special district plans shall should consider the following..."

**Comment 82:** Revise the McLoughlin-Highway 224 corridor planning section on page 6-29 to include the following revisions:

"Long term improvements are needed in this corridor to preserve access to and from the Central City from the Clackamas County area and to support downtown development in the Milwaukie town center."

and amend the second bullet, as follows:

"design access points to McLoughlin and Highway 224 to discourage traffic spillover onto Lake Road, 34th Avenue, Johnson Creek Boulevard, 17th Avenue and Tacoma Streets".

(City of Milwaukie, 11/19/99)

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

**Comment 83:** Amend page 6-25, last bullet under the section on I-5 to 99W Connector to add a reference to consider HOV lanes. (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 83:** Agree. Amend as requested.

**Comment 84:** Amend first bullet on page 6-26 to read, " consider express, peak period pricing and HOV lanes ~~and peak period pricing~~ when adding highway capacity, especially west of Highway 217. (TRO TAC, 12/1/99)

**TPAC Recommendation on Comment 84:** Agree. Amend as requested.

**Comment 85:** Section 6.44; This section states that local jurisdictions must submit a "CMS compliance" report as part of system-level planning other studies and through findings consistent with the TPR in the case of amendments to applicable plans. While Metro is required to do CMS analysis, this has not been a requirement on local jurisdictions. Language should be rewritten to limit CMS analysis to transportation system plans and amendments to it and to comprehensive plan map changes that meet some threshold. (City of Portland, 12/1/99)

**TPAC Recommendation on Comment 85:** Disagree, in part. There is a local requirement for local jurisdictions to do CMS analysis. Refer to *Congestion Management System: Portland Metropolitan Area (Interim Document; January, 1996)*, and *RTP Technical Q & A (Metro handout to TPAC dated November 19, 1999)*. The latter was handed out to TPAC representatives, and answers a number of questions that have been asked regarding motor vehicle performance measures. Local jurisdiction CMS requirements described in the above document, memorandum and elsewhere in the RTP will be cross-referenced to this section. Local CMS requirements will be described in more detail in this section to avoid further confusion.

**Comment 86:** The RTP projects a system, both strategic and preferred that may be unrealistic to fund. At the very least, the RTP should include a plan of action based on existing revenue sources. This plan should not be simply a cut-back version of the proposed plan. Rather, it should recognize that without additional resources it will be impossible to continue a transportation system based on

maximizing mobility of undifferentiated motor vehicle traffic. It could be argued that even the strategic and preferred systems fail to achieve this goal, despite the expenditure of billions of dollars, due to physical and social constraints. Recommendation:

- 1) Prepare a transportation program based on existing resources that recognizes that the regional road system as essentially complete. Set a high priority on maintenance of existing infrastructure, management techniques to maintain freight and person mobility (such as converting existing general purpose lanes to Freight/HOV/bus lanes and area wide pricing), and aggressively redevelops communities to be more accessible.
- 2) Prepare a regional transportation budget that includes all expenditures by jurisdictions and agencies by mode. Estimate private party expenditures by mode.

(Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 86:** As described in the response to comments 1 and 2, the strategic system represents a minimum goal that will serve as a financial target for raising transportation revenue. The plan already includes an existing resource system that is not a "cut back", but was instead designed to best implement the 2040 Growth Concept with limited resources. The findings on the performance of this system are described in Section 5.1, which concludes that this level of funding is inadequate to meet the growing transportation needs of this region.

While some principles proposed in this concept are already included in the RTP, the congestion pricing recommendations contradict those made by the TRO task force, and are not recommended as revisions by staff. Further, the comment that the RTP transportation budget should include all expenditures by jurisdiction and mode is not possible to compile at this time, due to varying accounting systems among public agencies. The RTP does include aggregate spending for capital projects, operations, maintenance and preservation costs, which is adequate for the purposes of the RTP financial analysis.

## Specific Project and Service Recommendations

**Comment 87:** The Sunrise Highway (projects 5003-5006) will cause sprawl and should be removed from the RTP. (Citizens for Sensible Transit, 12/2/99)

**TPAC Recommendation on Comment 87:** Much of the Sunrise corridor is located within the existing urban area or within the Damascus urban reserve. Further, the corridor planning considerations located on page 6-24 include a number of objectives intended to reduce impacts on rural areas as a result of adding highway capacity in this corridor.

**Comment 88:** TV Highway corridor study recommendations on page 6-31 are premature, and should be advanced only after urban reserve decisions affecting areas south of Hillsboro are resolved. (Steve Lawrence, 12/2/99)

**TPAC Recommendation on Comment 88:** The TV Highway corridor study considerations on page 6-31 focus on providing a primary route between the Beaverton and Hillsboro regional centers, and is not driven by the addition of urban reserves. The RTP analysis shows that most of

the predicted demand on this route results from development in the two regional centers that it serves, and in existing, adjacent urban areas in Washington County. Further, the purpose of the corridor study is to better evaluate potential transportation solutions for this route, and to address a travel need that would exist without the nearby urban reserves.

**Comment 89:** Include sidewalks and bikeways in the planned McLoughlin viaduct reconstruction between Division Street and Powell Boulevard (Brooklyn Neighborhood, 12/1/99)

**TPAC Recommendation on Comment 89:** This issue is a local project development issue, not an issue to be addressed through the Regional Transportation Plan. This comment will be forwarded to the City of Portland for consideration.

**Comment 90:** Expand discussion of Highway 224 on page 3-53 to include the following additional bullet:

"Limiting the impact of through traffic on adjacent residential areas."

(City of Milwaukie, 11/19/99)

**TPAC Recommendation on Comment 90:** Agree. Revise as proposed.

**Comment 91:** Expand discussion of Highway 99E on page 3-54 to include the following additional bullet:

"Supporting the redevelopment of the Milwaukie town center."

(City of Milwaukie, 11/19/99)

**TPAC Recommendation on Comment 91:** Agree. Revise as proposed.

**Comment 92:** Delete RTP Project #3187, US 26 Overcrossing, from the RTP project list due to high cost and impact to existing development. (Don Waggoner, 10/20/99; Westside Economic Alliance, 11/23/99 and Randy Young, 12/1/99)

**TPAC Recommendation on Comment 92:** RTP Project #3187 is a local circulation project that extends 143rd Avenue from Cornell Road to Meadow Drive to provide a needed north/south multi-modal connection across US 26. This project supports regional policies to increase local street connectivity throughout the region to improve bicycle and pedestrian access and to provide parallel routes of travel to accommodate local trips, especially during peak travel periods. It is premature to conclude negative impacts will result from this new route as a detailed alignment has not been established. Washington County will further evaluate this potential connection as part of the local TSP development process. It could also be evaluated as part of planned expansion to Highway 26 west of Highway 217.

**Comment 93:** Add a new project to the RTP that rebuilds I-5 between I-84 and Greeley Avenue. This project should be below-grade between NE Weidler Street and NE Oregon Street and completely covered between NE Broadway Street and NE Oregon Street. In addition, reconnect the Lloyd District street grid to the Rose Quarter. (Lenny Anderson, 10/26/99)

**TPAC Recommendation on Comment 93:** Agree in part. This project is included in the RTP. Specific design elements of such a project would be determined through the Environmental Impact Statement and Final Design process.

**Comment 94:** Add a new project to the RTP to cover I-405 in the west end at the MAX line crossing. (Lenny Anderson, 10/26/99)

**TPAC Recommendation on Comment 94:** Disagree at this time. The city of Portland is currently studying the potential for this project. Upon completion of this study, it would be appropriate to add the study's recommendation to the RTP project list.

**Comment 95:** Add a new project to the RTP to reconstruct the Eastbank I-5 freeway as either a covered, below-grade freeway or as an at-grade "boulevard" with traffic signals to improve pedestrian access to the river and allow use of the land adjacent to the Eastbank of the Willamette River. (Lenny Anderson, 10/26/99)

**TPAC Recommendation on Comment 95:** Prior studies of relocating the I-5 freeway from the east bank of the Willamette have concluded that the project is not a viable transportation option due to financial impacts.

**Comment 96:** Add a new project to the RTP to reconstruct Hawthorne/Madison Avenue couplet between SE 12th Avenue and Grand Avenue. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 96:** The city of Portland has not identified this project as part of the city's 20-year needs. This comment will be forwarded to city of Portland staff for consideration.

**Comment 97:** Add a new project to the RTP to realign the Hawthorne Bridge ramp southbound to Martin Luther King Jr. Boulevard. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 97:** The city of Portland has not identified this project as part of the city's 20-year needs. This comment will be forwarded to city of Portland staff for consideration.

**Comment 98:** Add a new project to the RTP to create a one-way couplet for Stark and Oak streets between Water Avenue and Grand Avenue. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 98:** The city of Portland has not identified this project as part of the city's 20-year needs. This comment will be forwarded to city of Portland staff for consideration.

**Comment 99:** Add a new project to the RTP to relocate the I-5 Water Avenue off-ramp from the Morrison Bridge off-ramp. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 99:** The city of Portland has not identified this project as part of the city's 20-year needs. This comment will be forwarded to city of Portland staff for consideration.

**Comment 100:** Add a new project to the RTP to extend the central city streetcar over the Hawthorne Bridge to connect to Broadway Avenue via the Grand/Martin Luther King Jr. Boulevard couplet. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 100:** The city of Portland is currently studying the potential for this project. Upon completion of this study, it would be appropriate to add the study's recommendation to the RTP project list. In the interim, this comment will be forwarded to city of Portland staff for consideration.

**Comment 101:** Delete RTP Project #1061, SE 11th/12th Avenue Bikeway. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 101:** This project extends from East Burnside Street to SE Gideon Street and constructs an important north/south regional access bikeway that connects southeast neighborhoods to the Portland central city, including the Lloyd District.

**Comment 102:** Add a new project to the RTP to widen the Ross Island Bridge to six lanes (three lanes in each direction) and to accommodate pedestrians and bicycles. (CEIC, 10/26/99)

**TPAC Recommendation on Comment 102:** Disagree at this time. Several alternatives are under consideration for future improvements to the Ross Island Bridge, including widening to six lanes, but a conclusion on a final project has not been reached.

**Comment 103:** Reconsider the Western Bypass Study recommendations to build a new bridge and road connection from Vancouver Lake to Hillsboro and south to I-5 at Newberg. (Michael Kepche, 10/26/99)

**TPAC Recommendation on Comment 103:** No change recommended. The Western Bypass Study concluded that a four-lane express type facility is warranted between Tualatin and Sherwood, along with other arterial improvements in south-central Washington County. The study also recognized the need for an additional lane in each direction on Highway 217. All of these improvements have been included in the RTP, including the I-5 to 99W connector and capacity improvements to Highway 217, Tualatin Valley Highway, Beef Bend-Elsner Road, Hall Boulevard. The study did not recommend a new road from Vancouver Lake to Hillsboro and south to I-5 at Newberg.

**Comment 104:** Add a new project to the RTP to install a traffic signal at the intersection of the Carver Bridge and Highway 224. (Wes Wanvig, 10/28/99)

**TPAC Recommendation on Comment 104:** This project is located outside of the Metro boundary and has been identified as a need in the rural portion of the Clackamas County Transportation System Plan. This comment will be forwarded to Clackamas County staff for consideration.

**Comment 105:** The RTP should consider additional crossings of US 26 and Highway 217 to relieve congestion at interchanges and improve multi-modal access across these facilities. (Pat Russell, 10/20/99)



**TPAC Recommendation on Comment 105:** Generally agree. The RTP recognizes the importance of multi-modal connections across freeways, particularly US 26 and Highway 217, to improve bicycle and pedestrian access and provide an alternative to interchange crossings for local trips. Although supported by regional policies, these crossings are difficult to evaluate at the regional level. As a result, the RTP recommends consideration of overcrossings as warranted by congestion at interchanges or to address local multi-modal access needs through local transportation system plans on a case-by-case basis as part of the local transportation planning process.

**Comment 106:** Add additional projects to the RTP to widen some local collector streets west of Beaverton regional center (Alexander Street, Bronson Road and Johnson Street) to improve local circulation. (Pat Russell, 10/20/99)

**TPAC Recommendation on Comment 106:** Generally agree. The RTP focuses improvements on streets of regional significance, primarily arterial streets, freeways and highways. However, the RTP recognizes the importance of an adequate collector-level street system to serve local traffic and reduce dependence on the regional system for local trips. As a result, the RTP identifies several improvements to streets designated as collectors of regional significance, particularly in major centers such as Beaverton, Clackamas and Washington Square and parallel to principal arterial highways and arterial streets.

The local collector streets identified in the comment are not currently designated as collectors of regional significance. As a result, this comment will be forward to Washington County staff for consideration as part of the county's transportation system plan. In addition, the RTP identifies the need for a Tualatin Valley Highway corridor study that will consider complementary capacity improvements to parallel routes including Alexander Street. The RTP also identifies a three-lane extension of Johnson Street from 170th Avenue to 209th Avenue with sidewalks and bike lanes.

**Comment 107:** Add Sunnybrook Road interchange to Urban Clackamas County project map in Chapter 5. (Clackamas County, 11/17/99)

**TPAC Recommendation on Comment 107:** Agree. Amend as requested.

**Comment 108:** Revise RTP project label on Sunnyside Road in Clackamas regional center inset map in Chapter 5 from #5022 to #7022 to reflect actual project number. (Clackamas County, 11/17/99)

**TPAC Recommendation on Comment 108:** Agree. Amend as requested.

**Comment 109:** Need more frequent bus service on 257<sup>th</sup> Avenue. (Rowena Hughes, 10/21/99)

**TPAC Recommendation on Comment 109:** Agree. 257<sup>th</sup> between the I-84 frontage road and Powell Valley Road has been designated in the RTP as a Regional bus route and is included in the strategic system as a priority for future funding. A Regional bus route would provide a bus every 15 minutes during the day hours (less frequent at night), seven days a week. This would be a substantial improvement from current transit service.

**Comment 110:** Change the order of construction phasing for the Sunrise Corridor project. Construct the 152<sup>nd</sup> (Rock Creek) to US 26 section first and then the section between I-205 and 152<sup>nd</sup>. Claims eastern section is more congested because of fewer alternative routes than the western section. (Gene Smith, 10/21/99)

**TPAC Recommendation on Comment 110:** Metro's analysis demonstrates that congestion is worse in the I-205 to 152<sup>nd</sup> area of the corridor. Additionally, improved access to I-205 better supports development of the surrounding industrial area; a key job center in a part of the region with a deficit of jobs relative to housing. Finally, prioritizing access improvements to existing urban land within the urban growth boundary (UGB), especially the Clackamas regional center, supports land use goals of maximizing utilization of existing urban land rather than investing in access to land outside the UGB.

**Comment 111:** Project #2028 (SE Powell Boulevard widening) needs to be started sooner than the 2006-2010 timeframe. (Smiley Ragan, 10/21/99)

**TPAC Recommendation on Comment 111:** Timing of this project is tied to potential new urban growth in the Powell Valley and Damascus urban reserve areas and the ability to complete design and engineering work. Given these conditions, the 2006-2010 timeframe is an appropriate designation for this project.

**Comment 112:** Capacity of light rail system is approaching maximum capacity in downtown Portland. Commuter rail and streetcars could better serve transit needs north and east of the Portland central city and eliminate the need for the Interstate light rail project, preserving needed track capacity in the downtown. (Per Fagereng, 10/26/99)

**TPAC Recommendation on Comment 112:** Light Rail transit was selected as the preferred mode of high capacity transit improvement in this corridor after an extensive analysis and public involvement process through the South/North Corridor Study. The Interstate MAX light rail project, a segment within the South/North corridor, recently completed its Environmental Impact Statement (FEIS). The FEIS analyzed the track capacity of light rail in the central city. A summary of this analysis can be found on page 3-33 of the FEIS.

**Comment 113:** Plans for express bus service on Barbur Boulevard are a great idea as long as they are local buses. (Helen Farrens, 10/26/99)

**TPAC Recommendation on Comment 113:** The RTP designates Barbur Boulevard as a Potential light rail transit or rapid bus corridor. If Rapid Bus was selected as the preferred transit strategy for Barbur Boulevard, it would provide a mix of express bus service, with fewer stops, and local bus service with conventional stop spacing similar to current service. Transit preferential street treatments would help increase schedule reliability and travel time of the local bus service and additional passenger amenities would make transit service more comfortable along Barbur Boulevard.

**Comment 114:** Tri-Met lines 8 and 15 need to provide faster, more reliable service. (Penny Roth 10/26/99)

**TPAC Recommendation on Comment 114:** Line 15 has been designated a Frequent Bus route and line 8 has been designated a Regional Bus route in the RTP. The additional frequency with

which buses are planned to be provided will reduce travel time by reducing the amount of time required to wait for a bus to arrive. Transit preferential street treatments will further reduce travel time and increase schedule reliability on these routes.

**Comment 115:** There is a need for a second railroad bridge between the Port of Portland and the Port of Vancouver. (Michael Kepche, 10/26/99)

**TPAC Recommendation on Comment 115:** Disagree at this time. The existing bridge between these two ports is being studied as a part of the I-5 Trade Corridor study. Currently under consideration are the needs of additional track capacity on the bridge and a possible change in the lift-span location. Upon conclusion of the study, it would be appropriate to add the study's recommendation to the RTP project list.

**Comment 116:** The South/North light rail alignment should be on I-205 (between Clackamas and Vancouver Mall and then to downtown Vancouver, not the plan rejected by voters. Barbur Boulevard should have light rail improvements. (Art Lewellen, 10/26/99)

**TPAC Recommendation on Comment 116:** Metro has designated the I-5/McLoughlin/Hwy 224 corridor as the regions next priority for light rail improvements. This decision was made after an extensive study that compared this corridor with high capacity transit improvements in the I-205 corridor. That voters rejected a funding proposal for a light rail proposal in the I-5/McLoughlin corridor does not change the need for light rail service in this corridor or its need relative to the I-205 corridor. As light rail transit has been designated as a long-term improvement in the McLoughlin/Highway 224 corridor, rapid bus improvements will be pursued in the interim. Given potential ridership and cost, rapid bus service is more appropriate in the I-205 corridor during the RTP planning period (through the year 2020).

The Barbur Boulevard corridor is designated as a potential light rail or rapid bus corridor in the RTP. Further study will provide further information for regional policy makers on the preferred type of high capacity transit improvement for this corridor.

**Comment 117:** The proposed bus plans in the RTP options lack adequate frequency, speed and critical linkages. Need a connected bus network providing 20-24 hour service, seven days a week with 10-15 minute headway frequencies; high demand corridors should have rail service. (Jim Howell, 10/26/99)

**TPAC Recommendation on Comment 117:** RTP policy is to provide the region with a network of high quality bus and rail service, complementary to the regions growth strategy, called the regional transit network. Components include:

- Light rail transit with minimum 10 minute headways during weekdays and weekend mid-days
- Rapid bus which emulates light rail in speed by having fewer stops than local bus service and includes transit preferential street treatments and has minimum 15 minute headways during weekdays and weekend mid-days
- Frequent bus provides local bus service but includes transit preferential street treatments and has minimum 10 minute headways during weekdays and weekend mid-days

- Regional bus provides local bus service with minimum 10 minute headways during weekdays and weekend mid-days and includes transit preferential street treatments at high ridership locations
- Streetcars provide local fixed-route transit service in high-density urban areas with minimum 15 minute headways during weekdays and weekend mid-days
- Commuter rail provides peak-hour service on freight rail tracks as an option to vehicle travel in congested corridors.

The strategic system plans for a three-fold increase in the amount of service hours provided by the year 2020, providing a significant increase in the frequency and coverage of transit service. Service levels beyond that recommended in the RTP are financially infeasible and beyond the level supported by ridership.

**Comment 118:** The imminent capacity problems on MAX are not addressed in the RTP. (Jim Howell, 10/26/99)

**TPAC Recommendation on Comment 118:** Agree. The RTP did not analyze track capacity in the Portland Central City because detailed analyses of this issue have been recently completed. The strategic system plans for east/west and Airport light rail to operate on the 1st Avenue and Morrison/Yamhill streets cross-mall and the South/North light rail lines to operate on the 5th/6th avenues transit mall by the year 2020.

A detailed analysis of the 5th and 6th avenues Transit Mall capacity was analyzed in the South/North DEIS (Metro, February '98). Using a transit network very similar to the RTP strategic system, this analysis demonstrated that there was adequate capacity for buses and South/North light rail on the 5th and 6th avenues transit mall through the plan year 2020. (See South/North DEIS pages 4-14 through 4-16 for detailed summary).

The North Corridor Interstate MAX final environmental impact statement (FEIS; Metro, October '99) analyzed capacity of the SW 1st Avenue and Morrison/Yamhill Streets cross-mall capacity issues. The existing east/west light rail and airport light rail are projected to have 20 trains operating in the peak direction during the peak hour in the year 2020. The analysis demonstrates that there is adequate capacity on the cross-mall alignment for this number of trains. (See North Corridor Interstate MAX FEIS pages 3-32 through 3-33 for detailed summary).

**Comment 119:** The (RTP) continues proposing Clackamas Town Center as major destination (for light rail transit) despite public rejection (of this alternative). Light rail on Barbur Boulevard should be in the RTP. (Jim Howell, 10/26/99)

**TPAC Recommendation on Comment 119:** There are four levels of light rail service and planning distinguished in Regional Transportation Plan policy (Figure 1-16); existing, planned, proposed light rail and potential light rail or rapid bus. Planned light rail is under construction or has a regional commitment to financing the project. Planned light rail designations include the Airport and Interstate Avenue light rail projects. Proposed light rail is designated in corridors where corridor planning work has been completed and a light rail project has been adopted by the region as the long-term solution for

transit service in that corridor. Proposed light rail has been designated as the region's long-term transit solution for service to the Clackamas regional center and to Vancouver, Washington. Interim transit improvements will be studied in the McLoughlin/Hwy 224 corridor to Clackamas regional center as local funding for light rail improvements in this corridor were not approved in the November 1998 election.

Potential light rail or rapid bus are designated in corridors where it is apparent from the RTP analysis that some form of high capacity transit service is justified and desirable in the corridor but that further corridor study is needed to determine the mode, termini and design of the transit improvement. This designation has been proposed for the Barber and Oregon City corridors. The strategic system includes costs of improvements for rapid bus service on Barber Boulevard between downtown Portland and King City, which is a reasonable expectation in the 20-year time period. However, when studies are initiated, light rail could emerge as a preferred option.

**Comment 120:** Over 100 miles of rail lines in the metropolitan area are not being considered for passenger service in the RTP. (Jim Howell, 10/26/99)

**TPAC Recommendation on Comment 120:** Several existing freight rail lines in the region have been designated (See Figure 1.16) as potential commuter rail lines. These include service between:

- Wilsonville and Beaverton
- Sherwood and Portland via Milwaukie
- Wilsonville and Portland via Milwaukie
- Lake Oswego and Portland
- Extension of Wilsonville service to Salem

The strategic system included capital and operating costs for peak-hour commuter rail service between Wilsonville and Beaverton. It also includes planning studies for commuter rail service in the other four corridors and money for trestle repairs on the Willamette Shore Railway (Portland to Lake Oswego) to support future commuter service on that facility.

**Comment 121:** Opposed to the designation of light rail to Clackamas County. (Eugene Schoenheit, Ed Zumwalt, Dick Jones, 10/28/99)

**TPAC Recommendation on Comment 121:** There is a long-term need for a high capacity transit improvement in the McLoughlin/Highway 224 corridor due to significant congestion in the corridor, even with additional vehicle capacity improvements on McLoughlin Boulevard and Highway 224. Metro's South Corridor Study will recommend interim transit improvements to address short-term needs in the corridor. A transit alternative that provides a viable alternative to expected road congestion is important to maintaining the economic vitality of and planned growth in this corridor.

Furthermore, the Regional Framework Plan calls for Regional Centers to be served by and connected to the Portland Central City and other regional centers by light rail. After extensive analysis and public

involvement through the South/North Transit Corridor Study, the region has designated the South/North corridor (which includes the McLoughlin/Highway 224 corridor) as the next priority to receive high capacity transit improvements. It also adopted light rail as the preferred high capacity transit mode for this corridor. As part of the region's priority for receiving high capacity transit improvements, it is appropriate to be included as a project to be built within the 20 year time-frame of the RTP. Prior to pursuing funding and construction of a high capacity transit alternative in the future, regional decision-makers could reevaluate whether light rail transit is still the preferred mode of high capacity transit in this corridor.

**Comment 122:** Not supportive of the South/North alignment as designated in the RTP. (Rob Kappa, 10/28/99)

**TPAC Recommendation on Comment 122:** The current alignment designated in the RTP is the alignment that was selected by JPACT and the Metro council through the South/North alternative analysis and environmental impact study process. An extensive analysis and public involvement process lead to the selection of this alignment. Should regional transportation policy officials decide to pursue funding and construction of a high capacity improvement in this corridor, they have the opportunity to re-evaluate the alignment shown in the RTP.

**Comment 123:** Supports construction of a new south/north arterial in the east part of the metropolitan area linking the Clackamas area with the Columbia Corridor area. (Dick Jones, 10/28/99)

**TPAC Recommendation on Comment 123:** Agree. The RTP designates improvements to SE 172nd Avenue to create a five-line arterial and to connect it to 181st Avenue in East Multnomah County that provides a continuous route from the Sunrise corridor to I-84 and Airport Way. These projects are included in the Strategic system.

**Comment 124:** There should be bus service from Oregon City to Tualatin or Wilsonville. (Bob Shannon, 10/28/99)

**TPAC Recommendation on Comment 124:** Agree. The RTP designates Rapid Bus service on I-205 between Oregon City and Tualatin. This service is included in the strategic transportation system.

**Comment 125:** Make the Central City Streetcar extension to North Macadam a priority in the RTP. (Julie North, 10/28/99)

**TPAC Recommendation on Comment 125:** Disagree at this time. The city of Portland is currently studying the potential for this project. Upon completion of this study, it would be appropriate to add the study's recommendation to the RTP project list.

**Comment 126:** Wants cross-town bus service on NE Prescott Street and 92nd Avenue, connecting Swan Island, Gateway and Clackamas Town Center. (anonymous survey, Oct. '99)

**TPAC Recommendation on Comment 126:** Agree. The RTP designates a new Regional Bus route from Swan Island to Gateway transit center via Prescott Street (using Alberta Street between MLK Blvd. and 39th Avenue). This service is included in the strategic transportation system.

**Comment 127:** The first priority (for public investment in the transportation system) must be the improvement of the public transit system, combined with an absolute stop to additional pavement for roads, highways and parking. (Citizens for Better Transit; Ray Polani, Co-Chair, 11/1/99)

**TPAC Recommendation on Comment 127:** The RTP planning process first attempted to meet regional transportation needs (as measured by regional level of service standards) by considering investments in alternatives to expansion of the road and highway network. Only after considering all alternatives were road capacity expansion projects allowed to be added to the RTP. Investment in the public transit system alone did not meet regional standards of level of service.

**Comment 128:** Recommends prompt implementation of a transit intensive RTP study. (Work program description attached). (Citizens for Better Transit; Ray Polani, Co-Chair, 11/1/99)

**TPAC Recommendation on Comment 128:** The current RTP analyzes an existing revenue transportation network and two networks that represent reasonable investments in transit, other single occupant vehicle (SOV) alternative modes and road/highway projects. These networks include significant investments in the transit system but also include road capacity projects where warranted to meet regional transportation level-of-service standards. Completion of a transit only network is not warranted given costs and delay to the planning process such an analysis would require, not being responsive to regional transportation goals and standards, and the inability to finance such a system.

**Comment 129:** Regional Public Transportation System map: show a regional bus on Scholls Ferry Road connecting Raleigh Hills to Washington Square. (Robert Bothman, 11/4/99)

**TPAC Recommendation on Comment 129:** Agree. Regional Bus is a part of the strategic transit network and was mistakenly left off of the Regional Public Transportation System map. Include this change.

**Comment 130:** Wants to see transit shuttle service to Oxbow Park. (Marian Drake, 11/8/99)

**TPAC Recommendation on Comment 130:** While the RTP supports the provision of shuttle or mini-bus service as a part of the community transit network, it does not designate specific routes that should receive this service. Route planning for the community transit network is reviewed and adjusted annually as part of service planning by Tri-Met. As managers of this facility, the Metro Parks Department may be interested in working with Tri-Met or a private service provider to consider provision of this service in the future.

**Comment 131:** Delete the Beaverton portion of Project #3224 from RTP Project List. This project widened Farmington Road to seven lanes. The Beaverton TSP update in 2000 will look at the Farmington Road corridor in more detail. In addition, the traffic analysis for the preliminary engineering phase of the recently approved MTIP project on Farmington Road will provide a detailed analysis of the segment and recommended mitigation. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 131:** Agree. However, staff recommends removing the entire project from the RTP project list and Figure 5.16. This recommendation recognizes a significant amount of additional analysis will be conducted for this corridor in the next year by Beaverton

and as part of the Tualatin Valley Highway Corridor study identified in Chapter 6 of the RTP. It seems premature to recommend widening Farmington Road to seven-lanes prior to the completion of this additional work. This recommendation recognizes that additional projects may be added to the RTP project list based on the traffic analysis conducted as part of the Beaverton TSP update, the preliminary engineering phase of widening Farmington Road to five lanes and the Tualatin Valley Highway Corridor Study.

**Comment 132:** Revise name of project #2093 to be "Marine Drive Safety Corridor Plan." (City of Portland and Multnomah County, 12/1/99)

**TPAC Recommendation on Comment 132:** Agree. Amend as requested.

**Comment 133:** Add RTP project to widen 170th Avenue (#3084) to map in Figure 5.16 on page 5-69. (Washington County, 11/30/99)

**TPAC Recommendation on Comment 133:** Agree. Amend as requested.

**Comment 134:** Revise description for Project #4006 to read:

"Construct a full direction access ~~full diamond~~ interchange at I-5 and Columbia Boulevard based on recommendations from the I-5 North Trade Corridor Study." (ODOT, 11/30/99)

**TPAC Recommendation on Comment 134:** Agree. Amend as requested.

**Comment 135:** Move Foster-Powell I-205 Ramp Study (#1164) to the 2000-05 strategic time frame to ensure this study occurs prior to construction of Powell Boulevard improvements (#2028) which is in the 2006-2010 time period. (ODOT, 11/30/99)

**TPAC Recommendation on Comment 135:** Agree. Amend as requested.

**Comment 136:** Will jurisdictions be able to comment on the major transit stop designations prior to the RTP adoption by ordinance? (City of Beaverton, 11/23/99)

**Comment 137:** The designation of major transit stops will create confusion and inconsistencies for jurisdictions that are going beyond State Transportation Planning Rules with regard to regulations on the relationship between transit and development. Also concerned about clarity of what is required and cost of providing pedestrian crossings at transit stops. (City of Portland, 12/1/99)

**TPAC Recommendation on Comments 136 and 137:** The requirement for transportation system plans to identify transit facilities, including major stops comes from the Oregon transportation planning rule (TPR). Metro will add language to the RTP to clarify that local jurisdictions may establish regulations or standards beyond those required by the TPR. Upon completion of the RTP post-resolution work plan, a public review period will occur prior to adoption of the RTP by ordinance, allowing jurisdictions to comment on major transit stops that will be mapped as part of the RTP.



Staff agrees that language should be clarified on what is required for pedestrian crossings at transit stops. However, providing marked crossings at major transit stops is an implementation requirement of Metro street design policies in Chapter 1 of the RTP.

The transit stop section should read:

#### 6.4.10 Transit Stop Locations

1. (add) Local jurisdictions may adopt regulations beyond the minimum requirements of the State transportation planning rule; section 660-012-0045 or this regional transportation plan to implement their transportation system plans.

- Provide ~~marked for direct and logical~~ pedestrian crossings at transit stops and marked crossings at major transit stops.

**Comment 138:** Amend RTP Project list and Figure 5.15 to move Project 6012 to the 2006-2010 time period. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 138:** Agree. Amend as requested.

**Comment 139:** Move Stark Street Improvements (#2102) to 2000-2005 timeframe as priority for funding over Burnside Road boulevard improvements. (City of Gresham, 11/22/99)

**TPAC Recommendation on Comment 139:** Agree. Amend as requested. This project is included on the Existing Resources network.

**Comment 140:** Include bikeway improvements on 162<sup>nd</sup> Avenue between Halsey and Glisan in the 162<sup>nd</sup> Avenue bikeway project (project #2130). (City of Gresham, 11/22/99)

**TPAC Recommendation on Comment 140:** Metro data shows this section of 162nd Avenue as already striped with bike lanes (Halsey to Stark) and therefore have not included it in the 162nd Avenue bikeway project.

**Comment 141:** Move timing of Civic Neighborhood light rail station project (#2027) up to 2000-2005. (City of Gresham, 11/22/99, Multnomah County)

**TPAC Recommendation on Comment 141:** Agree. Amend as requested, subject to meeting transit-oriented development objectives for this station.

**Comment 142:** Add project of improving Sandy Boulevard (122nd to 238th) to 3-5 lane urban road in the 2011-2020 time frame. (City of Gresham, 11/22/99)

**TPAC Recommendation on Comment 142:** Agree. A portion of this project was included in the Metro January 1998 Citizen Advisory Committee Idea Kit. The project generally addresses a system design objective of providing parallel arterial improvements to the Interstate freeway system. Metro will work with jurisdictional staff to develop a project description and preliminary cost estimate.

**Comment 143:** Show the 172nd Avenue extension (#7005) as a dashed line on the map as the project alignment is not determined. (Multnomah County, 10/27/99)

**TPAC Recommendation on Comment 143:** Agree. Amend as requested.

**Comment 144:** Change the scope of the Division Street bikeway project (#2056) of 182<sup>nd</sup> to Wallula to 174<sup>th</sup> to Wallula. (Multnomah County, 10/27/99)

**TPAC Recommendation on Comment 144:** Agree. Amend as requested.

**Comment 145:** Change the timeframe of the Division Street Frequent bus (#2025) to 2000-2005 rather than 2006-2010. (Multnomah County, 10/27/99)

**TPAC Recommendation on Comment 145:** Agree. Amend as requested.

**Comment 146:** Add Halsey Street bike lane 162<sup>nd</sup> to 181<sup>st</sup> Avenues project to the Strategic List (2000-2005). (Multnomah County, 10/27/99)

**TPAC Recommendation on Comment 146:** Agree. Amend as requested.

**Comment 147:** Differentiate how expansion of transit service hours are proposed to be allocated between new transit coverage, increases in peak and off-peak headway frequencies and increases in weekend service. (Metro, 12/2/99)

**TPAC Recommendation on Comment 147:** Add the following language to Chapter 5.3.1; Alternative Mode Performance:

"Of the new transit service provided to the region on an average weekday, the forecast is that: 31 percent would provide new coverage, 36 percent would expand the length of and increase the frequency of peak-hour service on existing routes, 23 percent would provide more frequent service during the off-peak hours on existing routes and 10 percent would provide longer service days on existing routes."

## General Text Edits Recommendations

**Comment 148:** On page vii, recognize that congestion is a part of urban living, and not necessarily a bad thing as long as there are options available. Amend first bullet: ~~limit the amount of congestion motorists experience,~~ and provide alternatives to avoid congestion (Rex Burkholder, 11/17/99)

**TPAC Recommendation on Comment 148:** Agree. As an alternative to the above amendment language, replace ~~motorists~~ with people.

**Comment 149:** Clarify that in Table 2.1, page 2-2, the term "intra-Metro UGB" refers to the Multnomah, Washington and Clackamas counties within the urban growth boundary. (RTC, 11/24/99)

**TPAC Recommendation on Comment 149:** Agree. Amend footnote through RTP document to read, "Within Metro urban growth boundary, (excludes Clark County, WA. and areas of

Clackamas, Multnomah and Washington counties outside of the Metro urban growth boundary.)” as requested.

**Comment 150:** Revise Table 2.2 to reflect accurate population and employment numbers for Clark County. Currently the table shows the population and employment forecast for Clark County and rural reserves as being the same in 1994 and 2020. (RTC, 11/24/99 and DLCDD, 12/2/999)

**TPAC Recommendation on Comment 150:** Agree. Tables 2.2, 2.3 and 2.4 and Figures 2.4 and 2.5 and relevant text will be updated to reflect the actual population, household and employment forecast numbers. The following numbers are accurate:

Combined RTP Subarea	Population			Employment		
	1994	2020	Increase	1994	2020	Increase
Rural reserves	123,868	196,806	72,938 (+ 59%)	31,956	53,844	21,888 (+ 68%)
Clark County, Wa.	282,437	480,387	197,950 (+ 70%)	123,759	228,523	104,764 (+ 85%)

**Comment 151:** Consider deleting Figure 2.1 categories not graphed elsewhere in Chapter 2 for clarity. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 151:** The purpose of Table 2.1 is to summarize the population, household and employment forecast for both the four-county region and for the Oregon portion of the region within the urban growth boundary. While the intra-UGB forecast is not graphed, the forecast is the basis for evaluating the performance of the different RTP systems described in Chapters 2, 3 and 5.

**Comment 152:** Amend page 2-7, Section 2.3.1, first sentence to add “...the focus of employment growth.” (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 152:** Agree. Amend as requested.

**Comment 153:** Amend page 2-13, Section 2.5.1, fourth sentence to add “...expected to increase faster...” (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 153:** Agree. Amend as requested.

**Comment 154:** Amend page 3-8, last sentence of Section 3.2 to add “...requirements is described in Chapter 6...” (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 154:** Agree. Amend as requested.

**Comment 155:** Amend page 3-61, findings, second sentence to read “...remained relatively uncongested...” (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 155:** Agree. Amend as requested.

**Comment 156:** Amend page 3-65, first bullet under Murray Boulevard discussion to change reference from Farmington town center to Murray Scholls town center. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 156:** Agree. Amend as requested.

**Comment 157:** Clarify last sentence on page 4-10. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 157:** Agree. Amend sentence to read, "If HB 2082 is implemented...is expected to be available in the year 2000..."

**Comment 158:** Clearly distinguish between the Existing Resources System and Financially Constrained System throughout the document. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 158:** Agree. Amend as requested.

**Comment 159:** Change references to the Strategic System to refer to the Existing Resources System in the titles of Table 5.2, 5.3 and 5.4. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 159:** Agree. Amend as requested.

**Comment 160:** Amend page 5-4, first sentence to delete first "also." (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 160:** Agree. Amend as requested.

**Comment 161:** Amend page 5-4, last sentence to read "Freeways in the existing...vehicle hours of delay as..." (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 161:** Agree. Amend as requested.

**Comment 162:** Amend page 5-11, future studies bullet, second sentence to read "Corridor refinement plans to developed..." (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 162:** Agree. Amend as requested.

**Comment 163:** Amend page 5-22, fifth sentence to delete the word "than." (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 163:** Agree. Amend as requested.

**Comment 164:** Amend page 5-22, last sentence to read "...has 77 more hours of delay..." (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 164:** Agree. Amend as requested.

**Comment 165:** Use a different picture concerning development in the Pleasant Valley area and change the caption of Pictures #1 and #2 and change the project descriptions of the Powell/Foster studies for consistency with Chapter 6. (City of Gresham, 11/22/99)

**TPAC Recommendation on Comment 165:** This portion of the RTP is a placeholder for a description of the projects in each RTP sub-area. Pictures and captions of the sub-areas and project descriptions will be incorporated into the final document as space and budget allow.

**Comment 166:** Amend RTP project list to reflect Hollywood and Lents Town Centers and Gateway regional center to reflect TGM study recommendations for these centers. (City of Portland, 12/2/99)

**TPAC Recommendation on Comment 166:** Agree. Amend as requested.

### **Glossary Recommendations**

**Comment 167:** Amend glossary definition for HCT corridor, page G-4, to spell out High capacity transit. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 167:** Agree. Amend as requested.

**Comment 168:** Amend glossary to add a definition of light rail transit. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 168:** Agree. Amend as requested.

**Comment 169:** Amend glossary to add a definition of transportation control measures. (City of Beaverton, 11/23/99)

**TPAC Recommendation on Comment 169:** Agree. Amend as requested.

## 5.4 Possible Revenue Strategies for 2020

The following is a general description of what would be necessary to provide revenues to fund the Strategic transportation system. A more detailed financial analysis is necessary to accurately identify how much revenue would be raised by increases in existing revenue sources or by the creation of new revenue sources. Further study and engineering is also needed to more accurately estimate the project costs of the Strategic system.

Each agency or jurisdiction that administers a revenue source has the authority to control the spending of additional revenues from those sources in accordance with any laws governing the revenue source. The following scenarios are only to illustrate the magnitude of what would be required to fund the strategic transportation system. Three possible scenarios for raising the revenues necessary to fund the strategic system are described for comparative purposes but do not constitute an adopted financial strategy for the region.

### 5.4.1 Traditional Sources

This strategy would be to rely on increases in the rates of existing revenue sources to fund the strategic transportation system. Existing revenue sources are familiar to those affected and usually do not require the creation of additional administrative systems to collect and distribute the revenues.

Increases in the following revenue sources could provide the resources necessary to fund the strategic system.

**Increase in the State Gas Tax and Vehicle Registration Fee.** The state gas tax and vehicle registration fee could be increased to a level that would adequately fund state highway OMP and provide resources necessary to fund highway modernization and expansion costs in the region. Due to revenue sharing of state trust fund money by the state to the cities and counties of the region, additional revenues would also be available for OMP and capital projects for the road system in the region.

An annual increase of 1 cent in the state gas tax from the existing 24 cents per gallon through the year 2020 would make available an additional \$3.8 million in the year 2000 and \$96 million by the year 2020 for state highway OMP in the region. This amount of additional revenue would adequately fund state highway OMP in the region and provide approximately \$20 million (YOES) for state highway modernization projects in the region during the course of the 20 year planning period.

An increase in the state vehicle registration fee by \$10 per year would make available an additional \$5.5 million in the year 2000 increasing to \$7.7 million by the year 2020 for the modernization of state highways in the region. If used for highway modernization, this additional \$10 fee would result in a year of expenditure equivalent of \$92 million during the course of the planning period. To provide enough revenue to fund the capital projects in the strategic highway system in the metro region would require an increase of \$190 annually (to a total of \$210) of the state vehicle registration fee.

Under current revenue sharing rates, an annual increase of one cent to the state gas tax would provide an additional \$4.9 million dollars to the cities and counties in the region in the year 2000,

increasing to \$127 million by the year 2020. These additional revenues would allow the region to begin funding the cost of maintaining and preserving current pavement and bridge standards in the region by the year 2007, although there would continue to be a shortfall until that time.

An increase in the state vehicle registration fee by \$10 per year would result in additional \$5.6 million in the year 2000, increasing to \$7.3 million by the year 2020 for metro area local governments. This would have a year of expenditure value of \$86 million for road capital projects. If the state vehicle registration fee was increased by \$190 annually in an attempt to fund the strategic state highway system, local governments could fund an additional \$1.66 billion of the strategic road system.

**Increase in Local Vehicle Registration Fee.** A \$20 vehicle registration fee imposed by the three counties of the region would generate an additional \$408 million in year-of-expenditure dollars for road capital projects in the region. With the additional state revenue, this would create enough revenue to fund the strategic road system.

**Increase in Local Gas Tax.** To improve current pavement standards of the road system, the local gas tax could be increased by the three counties of the region. An increase to a uniform 18 cents per gallon would be needed to fully fund OMP costs of the road system, in addition to revenues shared from increases in the state gas tax.

**Increase in Payroll Tax and Passenger Fares.** Transit operations and maintenance costs of the strategic system could be funded through increases in the payroll tax and passenger fares. An increase of approximately .1 percent in the payroll tax with an additional .1 percent increase in the year 2004 would fund operations and maintenance costs of the strategic transit system.

**Property Tax Bonds.** Property tax bonds could provide revenues to match federal discretionary grants for the capital costs of the light rail system as was done on the westside light rail project. An additional \$650 million in property tax based bonds would be needed to match federal grants for light rail projects that have no identified local match at this time.

With these property tax bonds and the allocation of \$1,040 million of flexible revenues, the capital costs of the strategic transit system could be nearly funded.

#### **5.4.2 Growth and User Based**

This strategy would attempt to ensure that fees and revenues generated by development pays for all impacts that development has to the existing transportation system and pays for all new transportation services required by the development. Costs to maintain and operate the transportation system would be shared by everyone.

**Priced Lanes with Added Freeway Capacity.** This strategy would price new freeway capacity with the goal of maximizing revenue up to recovering the full cost of these projects.

The following highway projects could be built with priced lanes to help offset capital costs of the project:

- Tualatin-Sherwood connector
- Highway 26 widening

- Highway 217 widening
- McLoughlin Boulevard widening; Harold to Hwy 224
- Sunrise Highway; I-205 to US 26
- I-5 North widening (portions only); Going Street to the Interstate Bridge
- I-205 North widening; Oregon City to I-84

Pricing lanes of freeway expansion projects would reduce the amount of increase to the state vehicle registration fee needed to fully fund the highway capital costs in the region. These projects are currently being studied and a cost recovery rate will be estimated for each project by Metro within the next year. For purposes of this RTP, a 20 percent capital cost recovery rate of all these projects are assumed. This recovery rate would reduce the capital cost of the strategic highway system from \$1.96 billion to \$1.68 billion.

**Increase in the State Gas Tax and Vehicle Registration Fee.** As with the Traditional Resources strategy, the state gas tax and vehicle registration fee could be increased to a level that would adequately fund state highway OMP and provide resources necessary to fund highway modernization and expansion costs in the region. Due to revenue sharing of state trust fund money by the state to the cities and counties of the region, additional revenues would also be made available for OMP and capital projects for the road system in the region.

An increase of 1 cent in the state gas tax each year would adequately fund state highway OMP in the region and provide approximately \$20 million (YOES) for state highway modernization projects in the region during the course of the 20 year planning period.

An increase in the state vehicle registration fee could fund state highway capital costs in the region for those costs not recovered by priced freeway lanes. To provide enough revenue to fund the capital projects in the strategic highway system in the metro region would require an increase of \$160 annually (to a total of \$180) to the state vehicle registration fee.

Under current revenue sharing rates of state gas taxes to Oregon cities and counties, an annual one cent state gas tax increase would provide an additional \$4.9 million dollars to the cities and counties in the region in the year 2000, increasing to \$127 million by the year 2020. This additional revenue would allow the region to fully fund the cost of maintaining and preserving current pavement and bridge standards in the region by the year 2007, although there would continue to be a shortfall until that time.

An increase in the state vehicle registration fee by \$10 per year would result in additional \$5.6 million in the year 2000, increasing to \$7.3 million by the year 2020 for metro area local governments. If the state vehicle registration fee was increased by \$160 per year in an attempt to fund the strategic state highway system, local governments would be able to fund an additional \$1.38 billion of capital costs of the strategic road system.

**Increase in Local Vehicle Registration Fee.** A \$20 vehicle registration fee imposed by the three counties of the region would generate an additional \$408 million in year-of-expenditure dollars



for road capital projects in the region. With the additional state revenue, this would create enough revenue to fund all but \$264 million of the strategic road system.

**Implement Road Maintenance Fee.** A road maintenance fee similar to the fee used by the City of Tualatin, implemented throughout the region, could provide an additional \$22 million to \$32 million per year for road maintenance in the region. With the additional revenues available for road OMP from the increase in the state gas tax, a portion of the backlog of maintenance needs could be addressed. Additional revenue could be raised from this source by adjusting the rate structure to reflect a higher percentage of actual road OMP costs within each jurisdiction.

**Increase in Local Gas Tax.** To improve current pavement standards of the road system, the local gas tax could be increased by the three counties of the region. An increase to a uniform 12 cents per gallon, along with the Road Maintenance Fee, would be needed to fully fund OMP costs of the road system, in addition to revenues shared from increases in the state gas tax.

**Increase in System Development Charges.** System development charges could be increased by jurisdictions to provide for:

- all capital costs of new roads associated with the development,
- a contribution to a road modernization fund for impacts to the existing road network, to fill the \$264 million funding gap for capital projects of the strategic system, and
- a contribution to a transit capital improvements fund for costs associated with providing new or improved transit service to a community. This revenue could fill a gap of \$292 needed for transit capital projects.

**Property Tax Bonds.** Property tax bonds could provide revenues to match federal discretionary grants for the capital costs of the light rail system as was done on the westside light rail project. An additional \$650 million in property tax based bonds, less what could be raised with increases in system development charges, would be needed to match federal grants for light rail projects that have no identified local match at this time.

With these property tax bonds, the system development revenues and the allocation of \$1,040 million of flexible revenues, the capital costs of the strategic transit system could be fully funded.

**Increase in Payroll Tax.** Transit operations and maintenance costs of the strategic system could be funded through increases in the payroll tax. An increase of .1 percent in the payroll tax with an additional .1 percent increase in the year 2004 would fund O&M costs of the strategic transit system.

#### **5.4.3 Balanced Approach**

This strategy would attempt to ensure that growth pays its fair share of transportation costs while allowing for flexibility in how jurisdictions raise and allocate transportation revenues. It also takes into consideration the feasibility of creating new revenue sources and the levels at which revenue sources could be sustained.

**Tollways or Peak Period Pricing for New Highway Capacity.** This strategy would price selective projects with the goal of balancing the effort to recover costs of the project with the effort to influence of travel behavior to desired routes and times.

The following highway projects could be built with priced lanes to help offset capital costs of the project:

- Tualatin-Sherwood connector
- Highway 26 widening
- Highway 217 widening
- McLoughlin Boulevard widening; Harold to Hwy 224
- Sunrise Highway; I-205 to US 26
- I-5 North widening (portions only); Going Street to the Interstate Bridge
- I-205 North widening; Oregon City to I-84

Pricing lanes of freeway expansion projects would reduce the amount of increase to the state vehicle registration fee needed to fully fund the highway capital costs in the region. These projects are currently being studied and a cost recovery rate will be estimated for each project by Metro within the next year. For purposes of this RTP, a 20 percent capital cost recovery rate of all these projects are assumed. This recovery rate would reduce the cost of the strategic system from \$1.96 billion to \$1.68 billion.

**Increase in the State Gas Tax and Vehicle Registration Fee.** As with the Traditional Resources strategy, the state gas tax and vehicle registration fee could be increased to a level that would adequately fund state highway OMP and provide resources necessary to fund some highway modernization and expansion costs in the region. Due to revenue sharing of state trust fund money by the state to the cities and counties of the region, additional revenues would also be made available for OMP and capital projects for the road system in the region.

An increase of 1 cent in the state gas tax each year would adequately fund state highway OMP in the region and provide approximately \$20 million (YOES) for state highway modernization projects in the region during the course of the 20 year planning period. Rather than fully funding all OMP costs of state highways to improve current pavement and bridge standards, ODOT and the region could use some of these additional revenues for modernization and expansion projects.

An increase in the state vehicle registration fee could fund state highway capital costs in the region. The balanced approach strategy would attempt to select a more feasible vehicle registration fee increase of \$100 a year (to \$120 a year). This would provide \$919 million in year-of-expenditure revenue for the capital projects in the strategic highway system in the metro region. Further increases could be made in later years if the additional increases in the vehicle registration fee are acceptable given the benefits of the strategic highway system projects that would be funded.

Under current revenue sharing rates, an annual one cent increase in the state gas tax would provide an additional \$4.9 million dollars to the cities and counties in the region in the year 2000, increasing to \$127 million by the year 2020. This additional revenue would allow the region to fully fund the cost of maintaining and preserving current pavement and bridge standards in the region by the year 2007, although there would continue to be a shortfall until that time.

An increase in the state vehicle registration fee by \$10 per year would result in additional \$5.6 million in the year 2000, increasing to \$7.3 million by the year 2020 for metro area local governments. If the state vehicle registration fee was increased by \$100 per year, local governments would be able to provide \$860 million in year-of-expenditure dollars towards the capital costs of the strategic road system.

**Implement Road Maintenance Fee.** A road maintenance fee similar to the fee used by the City of Tualatin, implemented throughout the region, could provide an additional \$22 million to \$32 million per year for road maintenance in the region. With the additional revenues available for road OMP from the increase in the state gas tax, a portion of the backlog of maintenance needs could be addressed. Additional revenue could be raised from this source by adjusting the rate structure to reflect a higher percentage of actual road OMP costs within each jurisdiction.

**Increase in System Development Charges.** System development charges could be increased by jurisdictions to provide for:

- a contribution to a road modernization fund for impacts to the existing road network, to fill the \$264 million funding gap for capital projects of the strategic system, and
- a contribution to a transit capital improvements fund for costs associated with providing new or improved transit service to a community. This revenue could provide \$292 needed for transit capital projects.

**Property Tax Bonds.** Property tax bonds could provide revenues to match federal discretionary grants for the capital costs of the light rail system as was done on the westside light rail project. An additional \$650 million in property tax backed bonds would be needed to match federal grants that have no identified local match at this time.

With these property tax bonds, the system development revenues and the allocation of \$492 million of flexible revenues (out of \$1,040 million available), the capital costs of the strategic transit system would be more than 80% funded.

**Increase in Payroll Tax.** Transit operations and maintenance costs of the strategic system could be funded through increases in the payroll tax. An increase of .1 percent in the payroll tax and an additional .1 percent increase in the year 2004 would fund O&M costs of the Strategic transit system.



**METRO**

## **Exhibit 'C'**

### **Additional Comments Received on the 1999 RTP Draft**

*(this exhibit will include public comments received after the JPACT and MPAC recommendations have been forwarded to Council; the proposed resolution will refer these comments to TPAC and JPACT for affirmation in January, and recommend possible amendments responding to these comments for inclusion in the upcoming RTP ordinance)*

12-9-99

*Comment from Clackamas Co.*

SUBJECT: Suggested RTP amendments:

On page 1-6 under Urban Reserves

Amend the sentence "Once urban reserves are brought within the urban growth boundary, more detailed transportation system planning at the regional and local level occurs in conjunction with detailed land-use planning."

To read, "Prior to urban reserves being brought within the urban growth boundary, a more detailed transportation system plan and funding strategy must occur at the regional and local level in conjunction with detailed land use planning."

On page 3-50 under Damascus and Pleasant Valley Town Centers

Delete the sentence "Urban reserves in the Damascus and Pleasant Valley are expected to be added to the urban growth boundary incrementally, and will not be necessarily timed according to needed transportation improvements."

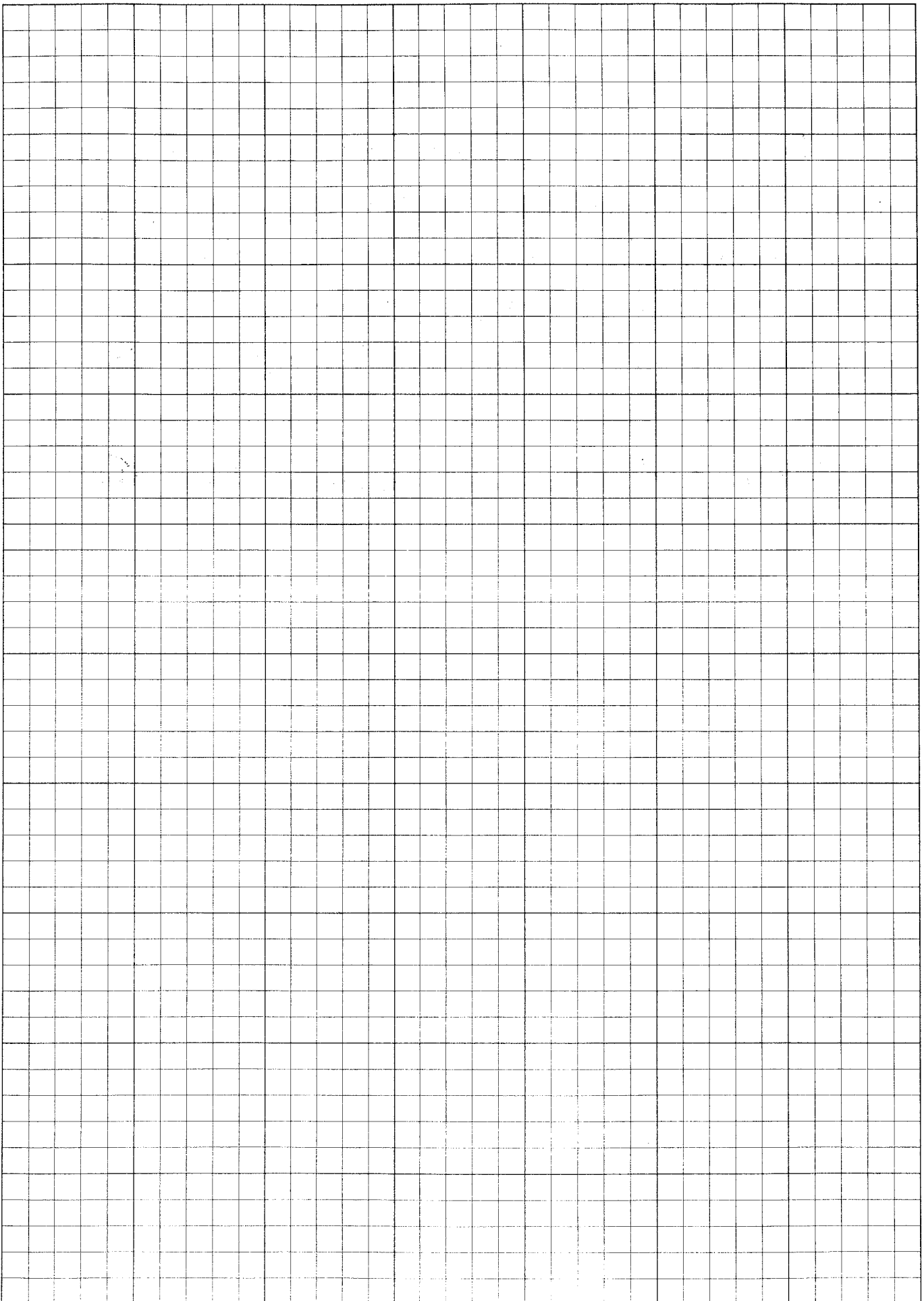
In addition or as an alternative

Add a new section 6.8.11 Timing of UGB Expansion

It is necessary to assure that an adequate transportation infrastructure is provided as growth occurs. The expansion of the Urban Growth Boundary should occur only when adequate funding for necessary improvements is secure.

Andy G's motion, p. 4

The Financially constrained ~~analysis~~ <sup>system</sup> will be completed quickly, providing full opportunity for public comment, and will reflect a realistic basis for funding of all identified projects. To this end, the system must be a key and central part of the RTP.





WASHINGTON  
COUNTY,  
OREGON

December 6, 1999

Rod Monroe, Presiding Officer  
Metro Council  
600 NE Grand Ave.  
Portland, OR 97232

Subject: **Regional Transportation Issues**

Dear Mr. <sup>Rod</sup> Monroe:

The WCCC appreciates the opportunities it has been given to review the developing RTP and has taken advantage of these opportunities to comment on various RTP drafts over the past year. Although Metro has shown a good faith effort in attempting to respond to many of our concerns, we believe that the November 5 RTP adoption draft contains several major issues that need to be addressed. Although many of these concerns have been expressed by our staff before, they continue to be problematic:

1. Funding - As you are aware, both the Strategic and Preferred System call for funding that far exceeds our current sources of revenue. We understand that JPACT will begin the funding discussion in the next month or so. Necessarily, an important part of this discussion should be to more address the significant imbalance between the amount of resources expected to be available and the cost of systems and services identified in the plan. Without greater clarity in this area, we may create overly high expectations with regard to the region's ability to address transportation needs identified in the plan. The plan may also lose credibility without a stronger funding strategy.

We believe that the results of this funding discussion could significantly reshape the RTP as currently drafted. With that in mind, JPACT should ensure that the RTP remains flexible in order to incorporate potentially significant changes in policy that could result from the funding discussions.

2. Implementation - A number of implementation issues remain either unresolved or sources of confusion. As you are aware, the implementation issues are described in Chapter 6 of the RTP. We would prefer to see more time spent developing RTP Chapter 6 before it is adopted by resolution. This is a critical component of the RTP and we are uncomfortable having even mild support for language that we don't fully comprehend or can't be implemented in our local TSPs.

Our preference is that the RTP not be adopted by Resolution in December, but rather continue to be reviewed and refined during the first several months of 2000. Recognizing that others may not support this position, we strongly believe



that if the RTP is adopted by Resolution in December, that Chapter 6: Implementation not be included in that adoption.

If the entire RTP is adopted by Resolution, at a minimum Implementation provisions should be identified among those issues that need further investigation and refinement prior to adoption by ordinance.

3. Mode Split Targets – The RTP contains some ambitious mode split targets as a means of helping achieve VMT reductions. Despite assumptions of increased intersection density, parking fees, subsidized transit passes, and fareless squares, many of these areas still fail to meet the prescribed mode split targets in the RTP analysis. Nevertheless, local jurisdictions are required to establish similar targets and develop additional strategies in local TSPs in an effort to reach these targets. We fail to see what additional strategies could be developed in local TSPs beyond those already assumed in the RTP modeling. Moreover, additional strategies are likely to be beyond local control, relying on agencies such as Tri-Met or DEQ for implementation. This is doubly concerning because progress toward meeting mode split targets is one of the considerations in decisions of whether to add capacity to the system. If the targets are unachievably high – if all practicable strategies have been assumed and are in place and the targets are not met – then adding capacity to the system may be warranted.

While we are certainly supportive of increasing the non-SOV mode split, we believe the targets unfairly place the burden on local government. OAR 660-12-0035(4) is clear that the vmt/capita target is for the entire MPO area and not a portion of the region. Findings as to whether or not the RTP meets the vmt/capita target need to be made when the RTP is adopted, and not as part of local TSPs. As such, we believe the mode-split targets are unnecessary and unworkable at the local level.

4. Preferred vs. Strategic System - We understand that the Preferred System is intended to represent an “optimal set of improvements” that achieves RTP LOS standards to the extent possible and that the Strategic System is intended to be a high priority set of projects used to make TPR “adequacy” findings. However, the relationship of these systems to local transportation decision-making and the level-of-service (LOS) standard remains unclear.

In our opinion, the Preferred System and not the Strategic System should be used as the basis for adequately serving regional transportation needs. Our understanding of the term “adequate” is that it demands a system that is equal to or sufficient to meet a specific requirement – in this case, the regional LOS standard. Because the Preferred System is the only system defined in the RTP solely to meet a specific LOS standard, it therefore must be by definition the adequate system.

We understand Metro's desire to complete this RTP, but would hope that Metro understands our discomfort and desire to get these issues resolved before the RTP is adopted.

On a more specific issue, the WCCC requests that project number 3187, the 143<sup>rd</sup> Overcrossing of Sunset Highway (Exhibit B, Verson 1, Comment 64, page 26) be moved from the Consent Items category to the Discussion Items category for discussion at JPACT. At it's December 6 meeting, the WCCC voted to recommend removal of this project from the RTP.

Finally, I have attached a December 2, 1999, letter from Brent Curtis to TPAC that reflects WCCC TAC discussion on some of these matters. It provides additional detail regarding our concerns.

Again, thank you for your attention. We look forward to continuing to work with Metro as the RTP progresses.

Sincerely,

A handwritten signature in cursive script, appearing to read "Roy".

Roy Rogers, Chair  
Washington County Coordinating Committee

Attachment

cc: JPACT  
WCCC

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# WASHINGTON COUNTY

## OREGON

December 2, 1999

To: TPAC

From: Brent Curtis, Planning Manager *BC*

Subject: **Comments on RTP Adoption Draft**

The WCCC Transportation Advisory Committee appreciates the opportunities it has been given to review the developing RTP and has taken advantage of these opportunities to comment on various RTP drafts over the past year. Although Metro has shown a good faith effort in attempting to respond to many of our concerns, we believe that several major outstanding concerns exist with the November 5 adoption draft that need to be addressed prior to final adoption of the RTP.

We see two options for addressing these concerns: (1) Delay adoption by resolution until these issues have been adequately addressed, or (2) Adopt the RTP by resolution in December as scheduled with the understanding that issues that have not been resolved prior to this adoption will be discussed and resolved prior to adopting the RTP by ordinance in the spring/summer of 2000. Although many of these concerns have been expressed by us before, they continue to be problematic and are therefore reiterated here as follows:

1. Preferred vs. Strategic System: We understand that the Preferred System is intended to represent an "optimal set of improvements" that achieves RTP LOS standards to the extent possible and that the Strategic System is intended to be a high priority set of projects used to make TPR "adequacy" findings. We continue to believe that the "adequate" system should meet LOS standards, as separating the two systems causes problems in many areas of plan implementation. Given this position, we recommend that the Preferred System be identified as the "adequate" system, and that the Strategic System be identified as representing the region's 20-year political and financial strategy for moving toward the Preferred System. As currently defined, these systems confuse the context for local transportation decision-making. The meaning of the LOS standard itself becomes unclear and its application in plan implementation becomes confused. For example:
  - If a plan amendment is submitted for a mixed use development whose projected traffic will cause a road segment to exceed the LOS standard despite its having an improvement project on the RTP Strategic System, then must the local jurisdiction reviewing this application approve the application because it meets the "adequacy" findings even though it does not meet the adopted regional LOS standard? What is the meaning of the standard in this case, and how do we respond, formally or informally, to constituents who point out that we are not meeting it?

**Department of Land Use & Transportation • Planning Division**

155 N First Avenue, Suite 350-14, Hillsboro, OR 97124-3072

phone: (503) 640-3519 • fax: (503) 693-4412

- If the local jurisdiction has a project that is only identified on the Preferred System (and which would meet the LOS standard) but not on the Strategic System in the above case, can the jurisdiction require right-of-way dedication from the developer for this eventual project need?
- If we are undertaking preliminary engineering on an intersection project but intersection turn movements are drastically different between the Preferred and Strategic Systems, how should we design the project?

In our opinion, the Preferred System and not the Strategic System should be identified as adequately serving regional transportation needs. Our understanding of the term "adequate" is that it demands a system that is equal to or sufficient to meet a specific requirement – in this case, the regional LOS standard. Because the Preferred System is the only system defined in the RTP solely to meet a specific LOS standard, it therefore must be by definition the adequate system.

2. Areas of Special Concern – This seems to be another area where the link between LOS, the Preferred System, and the Strategic System is dealt with inconsistently. We can think of at least 10 more areas that have LOS problems in the Strategic System but don't show up as Areas of Special Concern. (If the Preferred System is deemed the "adequate" system, then some of these problems disappear.)

The RTP states in Section 6.7.6 that if congestion has a local origin and no feasible capacity project has been identified to address this congestion, then a road segment can be designated as an Area of Special Concern subject to alternative performance measures. The RTP states that there should be "alternative travel routes that would conveniently serve regional travel needs" for roadways designated as Areas of Special Concern. However, there are facilities that are not designated as Areas of Special Concern and where LOS is exceeded. One example is Walker Rd. from Cedar Hills to Murray, where projected volumes exceed the LOS standard even with the five-lane proposed improvement. Yet, this segment has neither a proposed seven-lane project to meet the LOS standard nor is it designated as an area of special concern. It seems as though one or the other should apply, however there appears to be no fix for this problem in the RTP. Furthermore, under the current definition, it seems unlikely that this segment could qualify as an Area of Special Concern given that parallel routes such as Hwy. 26 and T.V. Hwy. will be so congested that they can't realistically be considered as alternative routes that *conveniently* serve regional travel needs.

Rather than designating some of these areas as Areas of Special Concern, it seems more appropriate to develop a RTP "hot spot congestion" map of locations where the LOS standard will be exceeded and there is no practical project solution. This approach would be a clearer statement that there is no identified solution to the projected future congestion problem, and we will have to live with extreme congestion at these locations.

3. Mode Split Targets – The RTP contains some ambitious mode split targets as a means of helping achieve VMT reductions. Despite assumptions of increased intersection density, parking fees, subsidized transit passes, and fareless squares, many of these areas still fail to meet the prescribed mode split targets in the RTP

analysis. Nevertheless, local jurisdictions are required to establish similar targets and develop additional strategies in local TSPs in an effort to reach these targets. We fail to see what additional strategies could be developed in local TSPs beyond those already assumed in the RTP modeling. Moreover, additional strategies are likely to be beyond local control, relying on agencies such as Tri-Met or DEQ for implementation. This is doubly concerning because progress toward meeting mode split targets is one of the considerations in decisions of whether to add capacity to the system. If the targets are unachievably high – if all practicable strategies have been assumed and are in place and the targets are not met – then adding capacity to the system may be warranted.

While we are certainly supportive of increasing the non-SOV mode split, we believe the targets unfairly place the burden on local government. OAR 660-12-0035(4) is clear that the vmt/capita target is for the entire MPO area and not a portion of the region. Findings as to whether or not the RTP meets the vmt/capita target need to be made when the RTP is adopted, and not as part of local TSPs. As such, we believe the mode split targets are unnecessary and unworkable at the local level.

4. Implementation - A number of implementation issues remain either unresolved or sources of confusion. We would prefer to see more time spent developing RTP Chapter 6 before it is adopted by resolution.

Our preference is that the RTP not be adopted by Resolution in December, but rather continue to be reviewed and refined during the first several months of 2000. Recognizing that others may not support this position, we strongly believe that if the RTP is adopted by Resolution in December, that Chapter 6: Implementation not be included in that adoption.

If the entire RTP is adopted by Resolution, at a minimum Implementation provisions should be identified among those issues that need further investigation and refinement prior to adoption by ordinance.

We understand and sympathize with Metro's desire to complete this RTP, but would hope that Metro understands our discomfort and desire to get these issues resolved before adopting any RTP that commits us to something we don't fully comprehend or can't be implemented in our local TSPs.

# *East Multnomah County Transportation Committee*

*City of Fairview*

*City of Gresham*

*City of Troutdale*

*City of Wood Village*

*Multnomah County*

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December 7, 1999

Jon Kvistad, Chair  
Joint Policy Advisory Committee on Transportation  
Metro  
600 NE Grand Ave  
Portland OR 97232

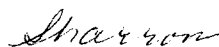
Dear Mr. Kvistad:

The East Multnomah County Transportation Committee, (EMCTC) has had many discussions about transportation financing in recent months. At the December 6, 1999 meeting, it was reported that the Metro Policy Advisory Committee (MPAC) has convened a Finance Subcommittee. As we understand it, the subcommittee is looking at financing strategies for a variety of issues, one being transportation. EMCTC would like to see participation from JPACT representatives in this subcommittee.

In addition, we believe the subcommittee would benefit from people with expertise and experience in non-traditional sources of financing strategies. This may be done with a consultant to research new financing strategies or by inviting guest speakers to the subcommittee.

We believe that working together is our best strategy to finding solutions to the financial challenges we as a region face.

Sincerely,



Sharron Kelley, Chair  
East Multnomah County Transportation Committee

# *East Multnomah County Transportation Committee*

*City of Fairview*

*City of Gresham*

*City of Troutdale*

*City of Wood Village*

*Multnomah Cou.*

December 7, 1999

Jon Kvistad, Chair  
Joint Policy Advisory Committee on Transportation  
Metro Regional Center  
600 NE Grand Ave.  
Portland OR 97232

Dear Mr. Kvistad:

The East Multnomah County Transportation Committee (EMCTC) has been an active participant in the preparation and review of the 1999 Regional Transportation Plan (RTP) over the past four years. We are pleased to see the RTP finally heading for approval, as we recognize the tremendous effort in bringing the RTP to this point.

Sometimes we tend to forget that a document such as the RTP really represents a dynamic process as it is continually under development. Selecting a cut-off point is difficult, as there will also remain a number of outstanding issues that require resolution. With this in mind, EMCTC supports approval of the RTP. EMCTC would like to point out several remaining issues that we would like to see addressed in the coming months.

The most recent MTIP process devoted a considerable amount of attention and resources to building on Regional Centers at the expense of Town Centers. The rationale for this support was based on leveraging the existing investment in Regional Centers. However, many of the Regional Centers are mature to the point of essentially being self-sustaining, while a number of the outlying Town Centers are facing strong development pressures and lack the resources and infrastructure of the Regional Centers to accommodate this development.

EMCTC would like additional emphasis given to Town Centers in the future to deal with these development pressures. More specifically, we would like language added in section 3.4.3 addressing transportation needs and deficiencies in the Fairview/Wood Village, Troutdale, and Rockwood Town Centers.

North/south traffic movement in East Multnomah County is becoming more and more difficult. There are a number of impediments to overcome that the region needs to address in the near term. First, there are a number of substandard railroad overcrossings that seriously impede traffic flow, whether it is freight movement, access to jobs in the Columbia Corridor, or simply safety issues such as the lack of bicycle/pedestrian access to the Blue Lake Regional Park.

Letter/J. Kvistad

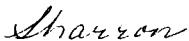
Page 2

Second, when the Oregon Department of Transportation suspended work on the environmental analysis for the Mt. Hood Parkway, Multnomah County assumed responsibility for undertaking the analysis and need to make necessary arterial improvements to the 242<sup>nd</sup> Avenue Corridor between I-84 and US 26. To help compensate for the state's inability to move forward with the Mt. Hood Parkway and the County's need to meet future traffic demands, EMCTC seeks continued support in the RTP and MTIP processes to assure needed arterial improvements in the corridor.

Finally, EMCTC is concerned about the portrayal of the strategic transportation system. By including the strategic system in the "Getting There" promotional brochures, the Region may be telling the public that the transportation improvements contained therein will be built in the timeframe identified in the brochure. The public needs to know the likelihood of the strategic system being built as opposed to the financially constrained system

Again, we appreciate the effort required to complete the 1999 Regional Transportation Plan and look forward towards implementing the RTP.

Sincerely,



Sharron Kelley, Chair  
East Multnomah County Transportation Committee

EACK2423.LTR





# MULTNOMAH COUNTY OREGON

DEBORAH BOGSTAD, BOARD CLERK  
OFFICE OF BEVERLY STEIN, COUNTY CHAIR  
1120 SW FIFTH AVENUE, SUITE 1515  
PORTLAND, OREGON 97204-1914  
TELEPHONE • (503) 248-3277  
FAX • (503) 248-3013

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SHARRON KELLEY•	DISTRICT 4	•248-5213

December 8, 1999

Andy Cotugno  
Director, Transportation, METRO  
600 NE Grand Avenue  
Portland, OR 97232

Dear Mr. Cotugno,

We would like to submit the following comments regarding the Regional Transportation Plan for JPACT's discussion. We hope you will accept these general policy suggestions in addition to those comments submitted by the East Multnomah County Transportation Committee.

We applaud the work of Metro staff, community members, TPAC and others who have worked hard to come up with this comprehensive transportation vision for our region that will help to guide our policies for the next twenty years. We specifically appreciate the work that has been done to link our land-use policies and transportation planning.

The following list of comments we feel would complement the work already accomplished in the RTP draft. We hope that you will carefully consider them as JPACT and the Metro Council finalize and implement this plan.

## 1. Funding

Funding is obviously one of the biggest challenges we face in implementing this plan. With the impending referral vote on the increased gas tax measure passed earlier this year by the Legislature, we can not discount that any efforts we make locally or statewide to fund upcoming transportation projects will be hard-fought battles. In light of that, we suggest that Metro planning staff and JPACT revisit the project list of the Strategic System. It would be more realistic for us to plan for a funding package that is closer to our economic reality, as opposed to one that is almost three times the available resources. Creating a Strategic System that is closer to the \$2.0 billion predicted revenue would be more attainable than a \$7.21 billion package. (Chapter 5)

In light of the shortfall in funding available regionally, the plan should also direct a joint MPAC and JPACT funding committee to research and strategize the regional funding

# CITY OF HILLSBORO



December 7, 1999

TO: Rob Drake, Mayor, City of Beaverton  
Lou Ogden, Mayor, City of Tualatin

FROM: Gordon Faber, Mayor

RE: Resolution No. 99-2878A Adopting the RTP as Amended

Attached is a letter to Jon Kvistad that contains the City of Hillsboro comments regarding "Resolution No. 99-2878A: For the Purpose of Approving the 1999 Update to the Regional Transportation Plan and Refinement Process". Tomorrow night at MPAC, there will be discussion and a decision on Resolution No. 99-2878A. Our letter has been faxed to MPAC for reference during this discussion.

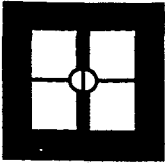
We have items for discussion at JPACT at their December 9, 1999 meeting. They are 1) Local Jurisdiction Implementation of the RTP (Chapter 6: Implementation), 2) Non-SOV Targets, 3) Section 6.4.1: Local Compliance with the RTP and 4) Section 6.4.10: Transit Service Planning. As the JPACT member and alternate representing the Cities of Washington County, we respectfully request that you introduce these items for discussion. The first two items are already listed as discussion items in the JPACT packet and the latter two items are new items for discussion. The specific points that we would like to convey regarding these discussion items are as follows:

1. Item 1. Local Jurisdiction Implementation of the RTP (Chapter 6: Implementation): that the resolution language be amended to include the language we suggested that would address our concerns that those sections of Chapter 6 that get revised that are contained in other chapters of the RTP are also changed.
2. Item 2. Non-SOV Targets: that additional work is completed on non-SOV targets that addresses the ability of local governments to meet them, strategies for meeting the targets and Tri-Met's role for insuring that the non-SOV targets are met. Specifically in regard to Tri-Met's role, we would like answers to the questions we posed in our letter and recommend that Tri-Met bring their service plans through Metro since increasing transit trips represents a large percentage of the non-SOV targets.
3. Item 3. Local Compliance with the RTP: that reconciliation occurs when a local jurisdictions 2020 forecasts for population, employment and housing needs pursuant to ORS 197.296 differ from Metro's 2020 forecast (based on 1994 data) prior to updates of TSPs in compliance with the adopted RTP.
4. Item 4. Section 6.4.10: Transit Service Planning: that the issues regarding adoption of a transit map by local jurisdictions in this section are resolved in conjunction with the additional work needed on Chapter 6.

We have also attached the WCCC's December 6, 1999 letter to Rod Monroe regarding the RTP. We agree with the major concerns that were stated in this letter.

# CITY OF HILLSBORO

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December 7, 1999

Fax Transmitted:

Jon Kvistad, JPACT Chair  
Metro  
600 NE Grand Avenue  
Portland, OR 97232

RE: Resolution No. 99-2878A Adopting the RTP as Amended

Dear Chair Kvistad:

This letter contains the City of Hillsboro comments regarding "Resolution No. 99-2878A: For the Purpose of Approving the 1999 Update to the Regional Transportation Plan and Refinement Process". Generally, we are extremely concerned about the short timeline for review, consideration and discussion of this document (the November 5, 1999 Draft Regional Transportation Plan (RTP), a concern we share with other local jurisdictions. A lot of work has gone into producing the RTP document and it is very apparent that there are many outstanding issues of regional importance that need to be resolved prior to adoption.

We have organized our comments in two parts. The first section contains issues for discussion at JPACT and the second section contains consent items. We also are commenting on the discussion items contained in the December 9, 1999 JPACT packet.

## Discussion Items:

### 1. Local Jurisdiction Implementation of the RTP (Chapter 6: Implementation):

Considerable discussion occurred at the December 3, 1999 TPAC Workshop regarding the number of implementation issues that remain either unresolved or sources of confusion. Given the level of our discomfort, TPAC is recommending that more time and analysis needs to be devoted to Chapter 6: Implementation prior to adoption of the RTP. Language was added to Resolution No. 99-2878A to address this concern, however we feel that it does not adequately address our concerns. We suggest altering this language to read as follows:

WHEREAS, Chapter 6 of this 1999 RTP Update and other information related to Chapter 6 should be considered a substantial statement of intent, but will require further analysis prior to adoption by Ordinance; now, therefore be it RESOLVED,

Addition of this language will address our concerns that other chapters of the RTP that contain policies, tables, maps or other requirements that are required to be implemented in Chapter 6 may be revised prior to adoption.

2. Non-SOV Targets:

We do not agree with the TPAC recommendation regarding JPACT Discussion Item Comment 7: "The meaning and status of non-SOV targets is unclear, particularly with regard to the ability of local governments to meet them. Additional strategies for meeting the targets should be specified if targets greater than model output levels are set." (Washington County Coordinating Committee, 10/27/99). The proposed revisions to Section 6.4.6 do not address the fact that more work needs to be done regarding non-SOV targets particularly with regard to the ability of local governments to meet them and identifying strategies for meeting the targets. There are two reasons why these proposed revisions are inappropriate.

First, these 2040 non-SOV targets are based on a Strategic System that is almost entirely dependent on the provision of transit service, which is outside the control of local government. Even if local government does everything in its power to increase walking and bicycle trips, it does not possess the tools to increase shared rides (regional ECO program) or transit service (Tri-Met), which represent a large percentage of the non-SOV targets. In the RTP document, a system needs to be defined for achieving these targets and a project list needs to be developed that is consistent with the targets. Additionally, 2020 non-SOV targets that are obtainable should be established in the RTP. Using a 40-year non-SOV target for a 20-year Regional Transportation Plan simply does not make any sense.

Second, the proposed Section 6.4.6 revisions create even more confusion regarding implementation of non-SOV targets. Specifically, what does "result in progress toward the non-SOV targets and initially be based on RTP modeling assumptions, analysis and conclusions" mean? What are local benchmarks? I.e., what would the local benchmarks be that would evaluate progress toward modal targets?

It is clear that additional work is needed to define a system that clearly defines how local governments can achieve the non-SOV targets, how Tri-Met will achieve these targets and how as a region we will achieve these targets. This additional work needs to be completed before adoption of the RTP. Section 1.3.6 Managing the Transportation System states that the regional TDM program is operated by Tri-Met with oversight by Metro through the TDM subcommittee. This means that Tri-Met is largely responsible for insuring that the non-SOV targets are achievable such that local jurisdictions can meet those targets. Given Tri-Met's role in how non-SOV targets are met, we feel that the following questions need to be addressed by Tri-Met/Metro prior to RTP adoption:

- 1) What can we assume on transit? Figure 1.16 Regional Public Transportation System shows that the West Side of the region has very few rapid bus, regional bus or frequent bus routes. If we are increasing densities to implement the 2040 Growth Concept design types, where will the corresponding increase in transit capacity occur?
- 2) While we have been grateful for the LRT Westside expansion, overall we have been disappointed in service expansion to implement the 2040 Growth Concept. More coordination needs to occur between Tri-Met and local government to ensure that we receive the transit service that we need to obtain the non-SOV targets and reduce VMT. We recommend that Tri-Met bring their service plans through Metro as part of the regional TDM program.
- 3) How do we get fareless squares in the Regional Centers?

4) How do we insure that discounted transit passes such as the PassPort program continue?

3. Section 6.4.1: Local Compliance with the RTP:

We agree in part with this City of Portland comment regarding Section 6.4.1 of Chapter 6 as stated in their December 1, 1999 letter to Tom Kloster: "It is inappropriate for Metro to require local jurisdictions to adopt Table 2.2 in Chapter 2. Title 1 of the UGMFP contains another set of population and employment targets. Adoption of two different sets of numbers is confusing to the public, particularly when they represent different boundaries and are for different purposes". Table 2.2 shows the 2020 population and employment forecasts by RTP subarea, which are primarily subareas of counties and do not show individual city forecasts.

In addition, each jurisdiction under Periodic Review that is revising and updating comprehensive plans must prepare 2020 population, employment and housing needs forecasts pursuant to ORS 197.296. To the extent that a local jurisdiction's 2020 forecasts differ from Metro's 2020 forecast (based on 1994 data) reconciliation needs to occur prior to updates of TSPs in compliance with the adopted RTP. We are currently preparing Hillsboro 2020 population, employment and housing need forecasts pursuant to ORS 197.296. If Hillsboro's 2020 forecasts differ from Metro's 2020 forecast (based on 1994 data) this reconciliation needs to occur prior to Hillsboro's update of our TSP in compliance with the adopted RTP. It has been our recent experience that the Metro forecasts have significantly understated Hillsboro's current and projected growth.

We suggest that addition of the following language to Section 6.4.1 will address our concerns.

Chapter 6 as applicable, 2020 population and employment forecasts contained in Section 2.1 and 2.3, or alternative forecasts as provided for in Section 6.4.9 of this chapter.

4. Section 6.4.10: Transit Service Planning:

We agree with this City of Portland comment regarding Section 6.4.10 of Chapter 6 as stated in their December 1, 1999 letter to Tom Kloster: "Transit stop locations. Requires local jurisdictions to show (on a map) the location of major and regionally significant transit stop locations and facilities, shelters, park-and-rides and transit centers. It also requires us to "Provide pedestrian crossings at transit stops and marked crossings at major stops." What does this mean? This is an unfunded mandate that would potentially require significant resources. Metro agreed that we wouldn't be held to the "major stop concept" during earlier phases of the RTP - has this now changed? The TPR says local jurisdictions can go further than the rule requires which is why we designated all transit streets as requiring TPR building orientation (which is the purpose of identifying major transit stops). Since this is already a requirement of the TPR why put an additional burden on local jurisdictions? We continue to be concerned with Metro requiring marked crosswalks when marking crosswalks is not a universally accepted method of increasing pedestrian safety". Portland's concern regarding this section also relates to our concern regarding designation of rapid, regional and frequent bus routes, which is a responsibility of Tri-Met. How can we designate major transit stops and marked pedestrian crossings if we don't even know where transit service may be provided? It is our hope that this issue will be addressed as part of the additional work needed on Chapter 6.

**Consent Items:**

Chapter 1: Regional Transportation Policy:

Overall map corrections:

Please make the following corrections to all the system maps shown in Chapter 1:

1. Using the attached "Hillsboro 2040 Growth Concept Boundaries Map", correct the locations of the Orenco Town Center, Tanasbourne Town Center and the Industrial Areas (on the east side of Cornelius Pass Road on the south side of US 26 and east of Brookwood Parkway on the north side of Airport Road).
2. Remove the Urban Reserve designation for Segawa property, which is located at the SE corner of the intersection of Cornelius Pass and West Union Roads as it has been brought into the UGB.
3. Correct the alignment of Jacobson Road from Helvetia Road to Cornelius Pass Road, it is shown incorrectly. Refer to your copy of our adopted TSP for the correct alignment.

Please take into consideration multi-modal connectivity of 2040 Growth Concept design types when reviewing the proposed additions to Figures 1.4, 1.12, 1.14, 1.16, 1.18 and 1.19.

Figure 1.4: Regional Street Design System Map:

Please make the following corrections or additions to the map:

1. NE 28<sup>th</sup> Avenue from E. Main Street to Cornell Road is added as a "Community Street".
2. Cornell Road from Baseline to NE 25<sup>th</sup> Avenue is not a Highway but a "Regional Street".
3. Baseline Road east of SW 197<sup>th</sup> Avenue to 185<sup>th</sup> Avenue is not appropriate as a Community Boulevard due to the low density of this area, change it to a "Community-Street".
4. John Olson Avenue and Stucki Avenue between Amberwood/Walker Road and Evergreen Parkway serve the Tanasbourne Town Center and are not appropriate as Urban Roads, change them to "Community Streets".
5. Change the classification for 206<sup>th</sup> Avenue between Quatama Street and Baseline Road from an Urban Road to a "Community Street" as this road segment is not appropriate for the Urban Road designation.
6. Add segment of 229<sup>th</sup> Avenue from Jacobson Road to West Union as a dashed "Urban Road".
7. Add SE Minter Bridge Road/SE Cypress Street/SE 32<sup>nd</sup> Avenue as "Community Streets" from UGB to E. Main Street.

Figure 1.12: Regional Motor Vehicle System Map:

Please make the following corrections or additions to the map:

1. Change the classification of NE 25<sup>th</sup> Avenue from Cornell Road to Evergreen Road to a "Minor Arterial", this is not a collector street thus, it cannot be a Collector of Regional Significance.
2. Add NE 28<sup>th</sup> Avenue from E. Main Street to Cornell Road as a "Minor Arterial". This street connects a designated main street with the Fair Complex LRT Station.
3. Add SE Minter Bridge Road/SE Cypress Street/SE 32<sup>nd</sup> Avenue from the UGB to E. Main Street as "Minor Arterials".
4. Add 229<sup>th</sup> Avenue from Jacobson Road to West Union as a dashed "Collector of Regional Significance".
5. Change the designation for SE Witch Hazel Road from a minor arterial to a "Collector of Regional Significance", as it is a collector road.

Figure 1.14: Relationship between Regional Street Design and Motor Vehicle Classifications:

Add Community Street and Urban Road as "most appropriate street design classification" circles for Collector streets. These changes cover situations where there are "collectors of regional significance" that are also designated as Community Streets or Urban Roads.

Figure 1.16: Regional Public Transportation System Map:

Please make the following additions of regional bus routes to the map:

1. Brookwood Avenue/Brookwood Parkway/Shute Road from Tualatin Valley Highway to West Union Road.
2. Century Boulevard/231<sup>st</sup> Avenue/229<sup>th</sup> Avenue from Davis Road to West Union.
3. Cornelius Pass Road from SE 209<sup>th</sup> Avenue intersection (showed as dashed line through the South Hillsboro Urban Reserve) to West Union Road.
4. Cypress Street/32<sup>nd</sup> Avenue/28<sup>th</sup> Avenue/25<sup>th</sup> Avenue from Tualatin Valley Highway to Evergreen Road.
5. Evergreen Road/Evergreen Parkway from Jackson School Road to Cornell Road
6. Farmington Road from 209<sup>th</sup> Avenue to 185<sup>th</sup> Avenue.
7. Jacobson Road from Helvetia Road to Cornelius Pass Road, then heading east on West Union Road.
8. Kinnaman Road from 209<sup>th</sup> Avenue to 185<sup>th</sup> Avenue.
9. River Road/Davis Road from Minter Bridge Road to 209<sup>th</sup> Avenue.

10. NE 5<sup>th</sup> Avenue/Jackson School Road from Baseline Street to Evergreen Road.
11. 205<sup>th</sup> Avenue/206<sup>th</sup> Avenue/John Olson Avenue from Baseline Road to Evergreen Parkway.
12. 209<sup>th</sup> Avenue from Cornelius Pass Road (where it intersects 209<sup>th</sup> Avenue from the South Hillsboro Urban Reserve) to Farmington Road.

Figure 1.18: Regional Bicycle System Map:

Please make the following corrections or additions to the map:

1. Bike lanes on NE 25<sup>th</sup> Avenue only go up to the entrance of Jones Farm, show the rest as proposed to Evergreen Road.
2. Add NE 28<sup>th</sup> Avenue from E. Main Street to Cornell Road as a "Community Connector" as it connects a main street with a station area. This is a planned project.
3. Add Century Boulevard/234<sup>th</sup> Avenue/231<sup>st</sup> Avenue as a proposed "Community Connector" from Tualatin Highway to Baseline Road.
4. Add Butler Road from Brookwood Parkway to Shute Road as a proposed "Community Connector" and from Shute Road to Cornelius Pass Road as a "Community Connector".
5. Add 205<sup>th</sup> Avenue/206<sup>th</sup> Avenue from Baseline Road to Cornell Road as "Regional Access" as it connects a Station Community with Tanasbourne Town Center.
6. Add Amberglen Parkway from Walker Road to 206<sup>th</sup> Avenue/LRT as a proposed "Community Connector".
7. The alignment of the Rock Creek multi-use trail is shown incorrectly especially to the north and near Tualatin Valley Highway. Please refer to your copy of our adopted TSP for the correct alignment. Also reflect the already completed sections as solid lines.

Figure 1.19: Regional Pedestrian System Map:

Please make the following corrections or additions to the map:

1. On the map distinguish between purely mixed-use corridors (with residential) and transit corridors which serve primarily commercial/industrial development (like Tualatin Valley Highway). See comment below regarding regional pedestrian functional classification (page 1-50).
2. The alignment of the Rock Creek multi-use trail is shown incorrectly especially to the north and near Tualatin Valley Highway. Please refer to your copy of our adopted TSP for the correct alignment. Also reflect the already completed sections as solid lines.
3. The delineation of pedestrian districts needs to match our designated pedestrian districts per our "Pedestrian Master and Pedestrian Action Plans" contained within our adopted TSP. Please refer to your copy of our adopted TSP for the correct pedestrian districts delineation.



4. The Hillsboro Regional Center, Tanasbourne and Orenco Town Centers should be shown on the map. If they are also pedestrian districts, perhaps a purple line could be drawn around the pink to indicate their status as pedestrian districts. Main Street in the general vicinity of NE 28<sup>th</sup> Avenue and E. Main Street should also be shown. Please see attached map for the main street area boundaries.

Page 1-50: Regional pedestrian system functional classification:

Change the language describing transit/mixed use corridors such that you are not tying transit/mixed use corridors with 2040 Growth Concept corridors. Distinguish between mixed-use corridors in such a fashion that they are separate from transit corridors where pedestrian amenities are provided but not as intensively developed with pedestrian amenities, i.e., wide sidewalks, pedestrian attractions, etc.

Chapter 6: Implementation:

Please make the following text additions or corrections:

6.4.5 Design Standards for Street Connectivity:

- 2.b. Provides full street connections with spacing of no more than 530 feet between connections except where ~~prevented by~~ barriers such as topography, railroads, freeways, pre-existing development, or ~~water features where~~ regulations implementing Title 3 of the Urban Growth Management Functional Plan or Goal 5 Resource Protection requirements do not allow prevent their construction of or require different street connection standards. ~~for street facilities.~~
- 2.c. Provides bike and pedestrian connections on public easements or rights-of-way ~~when~~ where full street connections are not possible. Spacing between connections shall be no more than 330 feet except where ~~prevent by~~ barriers such as topography, railroads, freeways, pre-existing development, or ~~water features where~~ regulations implementing Title 3 of the Urban Growth Management Functional Plan or Goal 5 Resource Protection requirements do not allow prevent their construction of or require different street connection standards. ~~for street facilities.~~
- 2f. Limits the use of cul-de-sac designs and closed street systems to situations ~~where~~ in which barriers such as topography, railroads, freeways, ~~or~~ pre-existing development, ~~or environmental constraints~~ or regulations implementing Title 3 of the Urban Growth Management Functional Plan or Goal 5 Resource Protection requirements prevent full street extensions.

Section 6.7.4 Refinement Planning Scope and Responsibilities:

In some areas defined in this section, the need for refinement planning is warranted before specific projects or actions that meet and identified need can be adopted into the RTP. Refinement plans generally involve a combination of transportation and land use analysis, multiple local jurisdictions and facilities operated by multiple transportation providers. ~~Therefore, unless otherwise specified in this section, in most cases~~ Metro will initiate and lead necessary refinement planning in coordination with other affected local, regional and state agencies. Refinement planning efforts will be purpose multi-modal ~~evaluations of possible~~ transportation solutions in that response to needs identified in the RTP. The ~~evaluation solutions~~ may also include land use alternatives to fully address transportation needs in these corridors. Appendix 3.1 describes the 1999 prioritization for refinement plans. Refinement plan prioritization is subject to ~~annual~~ periodic updates as part of the Unified Work Plan (UWP).

Section 6.7.5 Specific Corridor Studies:

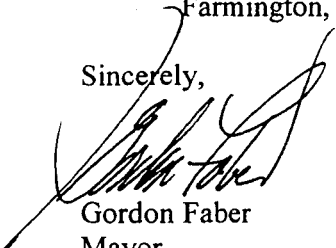
The purpose of ~~the~~ corridor studies is to develop an appropriate transportation strategy or solution thorough the corridor planning process. For each corridor, a number of transportation alternatives will be examined over a broad geographic area or through a local TSP to determine a recommended set of projects, actions or strategies that meet the identified need. The recommendations from corridor studies are then incorporated into the RTP, as appropriate. This section contains the following specific considerations that ~~must~~ should be incorporated into corridor studies as they occur:

*Tualatin Valley Highway*

A number of improvements are need in this corridor to address existing deficiencies and serve increased travel demand. The primary function of this route is to provide access to and between the Beaverton and Hillsboro regional centers, and move significant volumes of east-west traffic through a corridor bounded by Baseline Road to the north and Farmington Road to the south. As such, the corridor is defined as extending from Farmington Road, in Beaverton, to Baseline Road, in Hillsboro. The following design considerations should be addressed as part of a corridor study:

- consider aggressively managing access as part of a congestion management strategy
- ~~implement~~ consider TSM and other interim intersection improvements at various locations between Cedar Hills Boulevard and Brookwood Avenue
- ~~implement long-term~~ consider a limited access, divided facility from Murray Boulevard to Brookwood Avenue, with three lanes in each direction. ~~and grade separation~~ Also consider alternatives to grade separation at major intersections.
- ~~Implement~~ consider complementary capacity improvements on parallel routes, including Farmington, Alexander, Baseline and Walker roads

Sincerely,



Gordon Faber  
Mayor

Cc: MPAC

December 6, 1999

Rod Monroe, Presiding Officer  
Metro Council  
600 NE Grand Ave.  
Portland, OR 97232

Subject: **Regional Transportation Issues**

Dear Mr. Monroe:

The WCCC appreciates the opportunities it has been given to review the developing RTP and has taken advantage of these opportunities to comment on various RTP drafts over the past year. Although Metro has shown a good faith effort in attempting to respond to many of our concerns, we believe that the November 5 RTP adoption draft contains several major issues that need to be addressed. Although many of these concerns have been expressed by our staff before, they continue to be problematic:

1. Funding - As you are aware, both the Strategic and Preferred System call for funding that far exceeds our current sources of revenue. We understand that JPACT will begin the funding discussion in the next month or so. Necessarily, an important part of this discussion should be to more address the significant imbalance between the amount of resources expected to be available and the cost of systems and services identified in the plan. Without greater clarity in this area, we may create overly high expectations with regard to the region's ability to address transportation needs identified in the plan. The plan may also lose credibility without a stronger funding strategy.

We believe that the results of this funding discussion could significantly reshape the RTP as currently drafted. With that in mind, JPACT should ensure that the RTP remains flexible in order to incorporate potentially significant changes in policy that could result from the funding discussions.

2. Implementation - A number of implementation issues remain either unresolved or sources of confusion. As you are aware, the implementation issues are described in Chapter 6 of the RTP. We would prefer to see more time spent developing RTP Chapter 6 before it is adopted by resolution. This is a critical component of the RTP and we are uncomfortable having even mild support for language that we don't fully comprehend or can't be implemented in our local TSPs.

Our preference is that the RTP not be adopted by Resolution in December, but rather continue to be reviewed and refined during the first several months of 2000. Recognizing that others may not support this position, we strongly believe

that if the RTP is adopted by Resolution in December, that Chapter 6: Implementation not be included in that adoption.

If the entire RTP is adopted by Resolution, at a minimum Implementation provisions should be identified among those issues that need further investigation and refinement prior to adoption by ordinance.

3. Mode Split Targets – The RTP contains some ambitious mode split targets as a means of helping achieve VMT reductions. Despite assumptions of increased intersection density, parking fees, subsidized transit passes, and fareless squares, many of these areas still fail to meet the prescribed mode split targets in the RTP analysis. Nevertheless, local jurisdictions are required to establish similar targets and develop additional strategies in local TSPs in an effort to reach these targets. We fail to see what additional strategies could be developed in local TSPs beyond those already assumed in the RTP modeling. Moreover, additional strategies are likely to be beyond local control, relying on agencies such as Tri-Met or DEQ for implementation. This is doubly concerning because progress toward meeting mode split targets is one of the considerations in decisions of whether to add capacity to the system. If the targets are unachievably high – if all practicable strategies have been assumed and are in place and the targets are not met – then adding capacity to the system may be warranted.

While we are certainly supportive of increasing the non-SOV mode split, we believe the targets unfairly place the burden on local government. OAR 660-12-0035(4) is clear that the vmt/capita target is for the entire MPO area and not a portion of the region. Findings as to whether or not the RTP meets the vmt/capita target need to be made when the RTP is adopted, and not as part of local TSPs. As such, we believe the mode-split targets are unnecessary and unworkable at the local level.

4. Preferred vs. Strategic System - We understand that the Preferred System is intended to represent an “optimal set of improvements” that achieves RTP LOS standards to the extent possible and that the Strategic System is intended to be a high priority set of projects used to make TPR “adequacy” findings. However, the relationship of these systems to local transportation decision-making and the level-of-service (LOS) standard remains unclear.

In our opinion, the Preferred System and not the Strategic System should be used as the basis for adequately serving regional transportation needs. Our understanding of the term “adequate” is that it demands a system that is equal to or sufficient to meet a specific requirement – in this case, the regional LOS standard. Because the Preferred System is the only system defined in the RTP solely to meet a specific LOS standard, it therefore must be by definition the adequate system.

We understand Metro's desire to complete this RTP, but would hope that Metro understands our discomfort and desire to get these issues resolved before the RTP is adopted.

On a more specific issue, the WCCC requests that project number 3187, the 143<sup>rd</sup> Overcrossing of Sunset Highway (Exhibit B, Verson 1, Comment 64, page 26) be moved from the Consent Items category to the Discussion Items category for discussion at JPACT. At it's December 6 meeting, the WCCC voted to recommend removal of this project from the RTP.

Finally, I have attached a December 2, 1999, letter from Brent Curtis to TPAC that reflects WCCC TAC discussion on some of these matters. It provides additional detail regarding our concerns.

Again, thank you for your attention. We look forward to continuing to work with Metro as the RTP progresses.

Sincerely,

Roy Rogers, Chair  
Washington County Coordinating Committee

Attachment

cc: JPACT  
WCCC

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