



METRO

2035 REGIONAL TRANSPORTATION PLAN UPDATE

WORK PROGRAM

BACKGROUND

Metro is starting the first significant update to the Portland metropolitan region's long-range transportation plan in six years.¹ This is the first major update to the Regional Transportation Plan (RTP) since 2000, which was the first truly multi-modal plan to fully embrace the policies and vision for 2040 Growth Concept. The RTP serves as the threshold for all federal transportation funding in the Portland metropolitan region. As the federally designated Metropolitan Planning Organization (MPO), Metro is responsible for coordinating the distribution of these funds through the RTP and Metropolitan Transportation Improvement Program (MTIP). The region is experiencing unprecedented growth and increasing competition for limited funds. The current plan includes projects that would cost more than twice the anticipated funding. This update will involve a new approach to address these realities – an approach that uses desired outcomes to define, evaluate and prioritize the most critical transportation investments in the region and integrates land use, economic, environmental and transportation objectives in the context of the New Look.

This document is a work program for an update to the Regional Transportation Plan (RTP). It has two parts:

- The Technical Analysis Plan (TAP) addresses the *technical and policy development* components that will support the creation, evaluation, and adoption of a new 2035 Regional Transportation Plan (RTP).
- The Public Participation Plan (PPP) addresses *stakeholder engagement and outreach* components that will inform development, evaluation and adoption of an updated 2035 RTP.

Prepared by Metro staff and the ECONorthwest team², the work program and public participation plan integrates with the overall New Look planning process, coordinates with development of a *Regional Plan for Freight and Goods Movement* and *Regional Transportation System Management and Operations Plan*, and responds to key technical, policy and process issues identified by the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) in March and by Regional Transportation Forum participants on April 20 as part of the Scoping Phase.³

¹ There were minor updates in 2002 and 2003-04, designed to keep the RTP in compliance with state regulations and federal changes to transportation laws.

² ECONorthwest (ECO), Moore Iacofano Goltsman, Inc. (MIG), Kittelson and Associates (KAI), Siegel Consulting, and Moore Information.

³ Readers wanting additional background information can go to <http://metro-region.org/rtp> (click on *2035 RTP Update* to go to the project web page).

This document has four sections:

- **Overview of the RTP** provides context for the RTP update, summarizing Metro’s role in transportation planning and the decision-making framework that guides these activities, and the specific issues and objectives to be addressed as part of the 2035 RTP update.
- **Technical Analysis Plan** describes the major technical and policy development tasks to be completed during the 2035 RTP update. The tasks are organized by project phase.
- **Public Participation Plan** describes the stakeholder engagement and outreach components that will inform development of an updated 2035 RTP plan and support the decision-making role of the Metro Council, Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) and the participatory role of public agencies, other identified stakeholder groups and the general public.
- **Appendices** provide more detailed descriptions of elements referenced in the Overview section.

The work program and was reviewed and refined by Metro’s Advisory Committees prior to Metro Council approval.

1.0 OVERVIEW OF THE RTP

WHAT IS A REGIONAL TRANSPORTATION PLAN?

Metropolitan areas with populations over 50,000 people are required by federal law to have a Metropolitan Planning Organization (MPO), and those organizations are required to prepare regional transportation plans that describe, among other things, how federal and state funds for transportation projects and programs will be spent. An MPO must create an RTP that identifies the transportation investments it will make with those funds for at least a 20-year planning period. The plan must be updated at least every four years.

The RTP is the threshold for all federal transportation funding in the region. Federal rules require the RTP to be financially constrained—that the estimated costs of the identified projects not exceed an estimate of revenues that are “reasonably anticipated to be available” for the plan period. A transportation project is eligible for federal transportation funds distributed through Metro if it is included in the financially constrained system and is consistent with federal air quality standards. Though there are many requirements (federal and state) and planning standards that affect the content of an RTP, it is fundamentally about making good choices about transportation investments that support the 2040 Growth Concept in the face of competition for limited funds.

WHAT IS METRO’S ROLE IN TRANSPORTATION PLANNING

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro’s transportation planning activities are guided by a decision-making framework that consults and coordinates the perspectives of federal, state, regional and local government agencies, citizens and interest groups as part of the process.

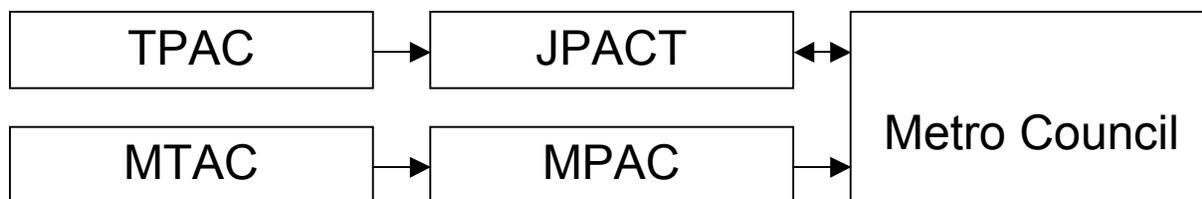
Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues. This broad spectrum of stakeholders is the primary focus of the public participation plan.

REGIONAL CONSULTATION, COORDINATION AND DECISION-MAKING STRUCTURE

Metro facilitates this consultation, coordination and decision-making through four advisory committee bodies –the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). In addition, the Metro Committee for Citizen Involvement (MCCI) provides advice to the Metro Council on how to best engage residents in regional planning activities. **Figure 1** displays the regional transportation decision-making process.

Figure 1.

Regional Transportation Decision-Making Process



Source: Metro

The 2035 RTP updating process will rely on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council will make recommendations at key decision points based on input from TPAC, MTAC, the Council-appointed Regional Freight Plan Task Force and the public participation process. SAFETEA-LU provisions also require additional consultation with state and federal resource agencies, and tribal groups not represented on Metro's existing committee structure. Opportunities for consultation with these groups will be identified in coordination with FHWA staff.

All transportation-related actions (including federal MPO actions) are recommended by JPACT to the Metro Council. The Metro Council can approve the recommendations or refer them back to JPACT with a specific concern for reconsideration. Final approval of each item, therefore, requires the concurrence of both bodies. Under state law, the RTP serves as the region's transportation system plan. As a result, the Metro Policy Advisory Committee (MPAC) also has a role in approving the regional transportation plan as a land use action, consistent with statewide planning goals and the Metro Charter.

The work program has been designed to build consensus on the 2035 RTP throughout the process. In the event that differences occur between MPAC and JPACT, joint MPAC/JPACT meetings will be held to discuss and reconcile differences on these and other critical policy issues. Opportunities to hold joint TPAC/MTAC workshops will also be identified throughout the process.

Finally, the *Regional Freight and Goods Movement Plan* element of the RTP update will also be guided by a Council-appointed 33-member Task Force and a Technical Advisory Committee (TAC).⁴ Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region's long-range transportation system plan.

The roles and responsibilities and membership for each advisory committee is described in detail in **Appendix A**. Opportunities for additional stakeholder involvement will be provided as described in the public participation plan in **Section 3.0**.

FEDERAL, STATE AND REGIONAL CONTEXT

This planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy and requirements. In addition, Metro is concurrently updating the region's long-range growth management plan, supporting transportation plan (the RTP), and implementation tools in its *New Look* planning effort. By working within the umbrella of the New Look, the RTP update will take into consideration how regional transportation investments affect land use, the economy and environmental quality. To understand how the RTP update fits in the context of the broader *New Look Regional Planning Process*, readers should refer to **Appendix A**.

Metro also will undertake a planning effort, in coordination with the update of the Regional Transportation Plan (RTP), which focuses specifically on the region's freight transportation system. To accomplish this work, Metro sought and was awarded a 2005-2007 Biennium Transportation & Growth Management Grant to prepare a regional plan for freight and goods movement.

Finally, Metro will undertake a planning effort, in coordination with the update of the Regional Transportation Plan (RTP), which focuses specifically on development of a Regional Transportation System Management and Operations Plan. Metro received a Federal Highway Administration grant to support this work.

KEY ISSUES TO ADDRESS

The region has aggressively implemented state policy calling for reduced reliance on any single mode of transportation. In practice, this has meant complementing the region's roads and highways with a comprehensive public transit network; taking seriously the needs of pedestrians and bicyclists in addition to cars; and integrating land use and transportation planning by promoting compact urban form and

⁴ The Regional Freight and Goods Movement Task Force will be comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight. The Freight Technical Advisory Committee (TAC) will be comprised of public sector staff from the local, regional, and state agencies operating within Metro's jurisdictional boundaries. The TAC will provide input and review of technical work products.

mixed-use development. Providing for the region's current and future transportation needs will be made more difficult by three key challenges, all of which have important implications for the region's ability to achieve its economic and community goals.

- **Growth:** As the region expands to accommodate the one million new residents that are expected to be living here by 2030, major new transportation investments will be required to serve both developed and developing areas.
- **Congestion and impacts to the region's economy and quality of life:** A 2005 study found that the region's excellent rail, marine, highway, and air connections to national and international destinations position it as both a hub for the distribution of goods across the country and a gateway for global trade. These connections make the region's economy highly dependent on transportation. However, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion — even with currently planned investments — will harm the region's ability to maintain and grow business.
- **Funding:** State and local funding for roads and transit is failing to keep pace with current needs, to say nothing of the growth expected in the coming decades. Funding has been identified for less than half the \$10 billion cost of the projects in the current Regional Transportation Plan. Furthermore, these capital expenditures compete against critical needs for operations and maintenance of the existing transportation system.

To address these challenges, the traditional process the region uses to identify, evaluate and prioritize transportation improvements has been modified to use an outcomes-based planning approach, integrating land use, economic, environmental and transportation objectives in the context of the New Look. This focus on outcomes is described in more detail in **Appendix A**.

PROJECT GOALS

The following project goals will guide the overall approach for development of the 2035 Regional Transportation Plan.

- (1) Develop an updated 2035 RTP by November 2007 that complies with state and federal regulations and implements New Look policy direction.
- (2) Create an outcomes-based plan that better advances regional policies, public priorities and local efforts to implement the 2040 Growth Concept given the rapid population growth and dwindling financial resources in the region.
- (3) Actively engage and consult with transportation system providers, public agencies, business groups, community organizations, advocacy groups, state and federal resource agencies, and the general public (including traditionally under-represented groups) in plan development through the use of targeted, outreach techniques.

PROJECT OBJECTIVES

The following project objectives direct the development of the 2035 Regional Transportation Plan. The project will:

- ✓ Improve community awareness and understanding of regional transportation system needs and funding issues.
- ✓ Develop a set of desired outcomes that reflect public priorities for managing and improving the regional transportation system.
- ✓ Develop an outcomes-based evaluation approach and performance measures to assess 2040 implementation, regional transportation needs and deficiencies, and measure and prioritize transportation projects.
- ✓ Analyze current fiscal realities, transportation funding trends and transportation funding options to inform development of an updated *financially constrained* revenue forecast.
- ✓ Identify issues, needs and deficiencies in the regional transportation system and develop recommended solutions and strategies to address them in support of the Region 2040 Growth Concept.
- ✓ Assess and refine current regional transportation policies to implement public priorities and the New Look policy direction.
- ✓ Reconsider projects in the current RTP based on revenue availability, public priorities and New Look policy direction.
- ✓ Prioritize infrastructure, system management and demand management projects and programs for all travel modes to meet the desired outcomes and implement the New Look policy direction.
- ✓ Assess and refine current implementation strategies, including performance measures and corridor refinement studies, to implement public priorities and the New Look policy direction to achieve desired outcomes.
- ✓ Integrate with planning efforts to update the Region 2040 Growth Concept implementation tools (*New Look*) and develop the *Regional Freight and Goods Movement Plan* and the *Metro-Region Plan for Transportation System Management and Operations* (TSMO).
- ✓ Comply with Oregon's Statewide Planning Goals and the Federal SAFETEA-LU provisions.

2.0 TECHNICAL ANALYSIS PLAN

The following section summarizes major technical and policy development tasks to be completed by Metro staff and the consultant team during the 2035 RTP update. The tasks are organized by project phase. The activities described in this section will be integrated with the public participation plan described in **Section 3.0**. A major milestone chart in **Appendix B** graphically displays the overall timeline, key decision points, tasks, products and outreach strategies of each phase.

PHASE 1: SCOPING (FEBRUARY – JUNE 2006)

Objective: Develop a work program for technical work and policy development and public participation plan with the Metro Council, JPACT and other key stakeholders that supports development of an updated Regional Transportation Plan by November 2007, incorporates a planning approach based on outcomes for prioritizing transportation investments and meets regional, state and federal planning requirements.

This phase develops a detailed scope of work that will guide the technical work and policy development and public participation plan through the subsequent phases of the 2035 RTP update. It ends when the Metro Council reviews and approves the overall work program in June 2006.

PHASE 2: 2040 RESEARCH AND POLICY DEVELOPMENT TASKS (JUNE –DEC. 2006)

Objectives: Identify the existing regional transportation issues, needs and deficiencies and assess 2040 implementation. Investigate financial, transportation, land use, and economic/demographic trends that influence regional development and the performance of the regional transportation system. Identify public priorities for transportation and willingness to pay for desired transportation services and programs.

Task 1: Data Review and Collection (June - July 2006)

Objectives: Identify available financial forecast data, transportation modeling, economic/demographic data, environmental data, and corridor-level transportation system data. Collect and organize the data necessary to support the RTP update technical and financial analysis. Establish the common transportation network and base travel demand forecast to be used to compare the 2035 Base Case, to New Look policy alternatives and the discussion draft Regional Transportation Plan.

Responsibility: Metro will lead this task with participation from TPAC to review 2035 Base Case transportation network.

Task 2: Develop Outcomes-Based Evaluation Framework (June – Sept. 2006)

Objective: Develop an outcomes-based evaluation approach and identify criteria/performance measures in the context of the New Look process to assess the state of transportation in the region, regional transportation needs and deficiencies, and measure, prioritize and select regional transportation projects and programs.

Sub-task 2.1: Develop Outcomes-Based Evaluation Framework. Contractor will work with Metro staff to define a framework to identify and evaluate a set of desired outcomes that will guide recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system. Contractor will work with Metro staff to identify a small (5 – 6) number of categories of outcomes.

Responsibility: Contractor will lead this task with assistance from Metro and input from Advisory Committees and the Metro Council.

Sub-task 2.2: Define Regional Transportation System. Determine what constitutes the regional transportation system to be evaluated by the outcomes-based framework.

Responsibility: Metro will lead this task with and participation by TPAC, JPACT and the Metro Council.

Sub-task 2.3: Develop Outcomes-Based Performance Measures. Contractor will work with Metro staff to identify a set of performance measures for each of the categories of outcomes. The measures will be used to help assess transportation system conditions and land use/transportation scenarios in Phase 2, prioritize transportation projects and program in Phase 3 and periodically monitor successful implementation of the RTP over time. The measures will include transportation performance measures and other measures to address impacts to the built and natural environment, and to other aspects of quality of life as appropriate. Measures could include: travel performance (e.g., vehicle miles traveled and travel time), safety (e.g., reduction in bike and pedestrian fatality/severe injury rate, miles of bike and pedestrian facilities), congestion management (e.g., percentage decrease in delay), equity/public amenities (e.g., households and jobs within ¼-mile of high quality transit), and environmental impact (e.g., acres of impervious surface and number of stream crossings).

Responsibility: Contractor will lead this task with assistance from Metro, participation by the Metro Council, JPACT and MPAC, and input from Advisory Committees.

Sub-task 2.4: Prepare documentation. Contractor will prepare an Outcomes-Based Evaluation Framework Technical Memorandum, documenting these tasks. Metro will provide review and comment on draft Outcomes-Based Evaluation Framework Technical Memorandum.

Responsibility: Contractor will lead this task with assistance from Metro. MPAC, JPACT and the Metro Council will approve the outcomes-based evaluation performance measures with input from Advisory Committees.

Task 3: Identify Public Priorities and Desired Outcomes for Transportation (June – Dec. 2006)

Objectives: Identify public priorities for transportation and the public's willingness to pay for desired levels of transportation services and programs. Establish a set of desired outcomes that reflect public priorities for managing and improving the regional transportation system that will guide the development of policy, projects, programs and implementation strategies.

Sub-task 3.1: Identify Desired Outcomes for Transportation. Identifying public priorities and desired outcomes for transportation occurs as part of the public participation element of this scope of work described in Section 3. This task is mainly one of coordinating the technical work of Task 2, above, with the stakeholder and public outreach that is described in the Public Participation Plan (Section 3).

Responsibility: Contractor will lead this task with assistance from Metro and input from Advisory Committees and other stakeholders as identified in the Public Participation Plan.

Sub-task 3.2: Prepare documentation. Contractor will prepare a Public Priorities Report, executive summary, fact sheet, and Powerpoint presentation documenting the results of this task. Metro shall provide review and comment on draft Public Priorities Report and draft fact sheet.

Responsibility: Contractor will lead this task with input from Metro. MPAC, JPACT and the Metro Council will approve the set of desired outcomes with input from Advisory Committees.

Task 4: Financial Analysis (June – Oct. 2006)

Objectives: Investigate current fiscal realities and transportation funding trends; determine the reasonably anticipated local, regional, state and federal financial resources that would result from current funding trends; identify potential new revenue sources; and estimate the funding available for capital projects after necessary operation and maintenance costs and implications for the regional transportation system that result. Evaluate funding scenarios to address funding shortfall. Identify priorities for use of existing resources and for the use of potential resources. Develop a 2007-2035 revenue forecast for the 2035 Regional Transportation Plan that meets federal requirements.

Sub-task 4.1: Prepare methodology report. Review current financial cost and revenue data available from transportation agencies in region. Prepare methodology report for estimating and forecasting transportation costs and revenues in the Metro region that meets all the requirements and recommendations in the “Interim FHWA/FTA Guidance on Fiscal Constraint for STIPs, TIPs, and Metro Plans” released 6/27/05.

Responsibility: Contractor will lead this task with participation from ODOT, TriMet and SMART and local transportation agencies. Metro will coordinate compilation of available financial forecast data and review draft methodology report.

Sub-task 4.2: Analyze transportation funding trends. Investigate transportation funding trends, estimate current and future funding operations and maintenance shortfall for roads and transit and estimate “reasonably anticipated to be available” transportation revenues for the period from 2007 through 2035. Prepare technical memorandum documenting the following:

1. Estimate current road operations and maintenance costs and cost trends/issues for:
 - ODOT facilities in Metro region
 - Local transportation agencies in Metro area by regional and local facilities
2. Estimate current transit operations and maintenance costs and cost trends/issues for transit agencies in the Metro region considering:
 - current operating level of service
 - current maintenance costs
3. Forecast future road operations and maintenance costs
 - Forecast maintenance costs for ODOT and local transportation agencies through 2035
 - maintain current pavement conditions
 - improve pavement conditions to policy objective level (90% fair or better)
 - other maintenance measurements such as bridge, structures, culverts, etc.
 - define method for adding maintenance costs of planned system improvements once defined
4. Forecast future transit Operations and Maintenance Costs
 - Forecast operations costs per vehicle hour of service for transit agencies in Metro area for the period from 2007 through 2035
 - Forecast maintenance costs of transit system in Metro area for the period from 2007 through 2035 and method for adding maintenance costs of planned system once defined

5. Estimate Transportation Revenues

- Summarize Metro area state and federal transportation revenues from State forecast for the period from 2007 through 2035
- Determine current Metro area local transit agency revenues and forecast for the period from 2007 through 2035
- Determine current Metro area local transportation revenues and forecast for the period from 2007 through 2035

Responsibility: Contractor will lead this task with input from Metro, and participation from ODOT, TriMet and SMART and local transportation agencies.

Sub-task 4.3: Financial scenario development and evaluation. Determine revenues available for capital improvements based on different levels of investment in the maintenance and operations of the road and transit systems. Transit system operation costs/revenues will be an iterative methodology utilizing the regional travel demand model. Develop and analyze up to four (4) funding scenarios to address the funding gap. This analysis should link raising revenue options with Budgeting for outcomes principles. Examples of the types of funding scenarios that could be examined include: tolls for state freeways, state gas taxes for state freeways, regional ballot measure for state freeways, state gas taxes for local maintenance, street utility fees for local maintenance, state gas taxes distributed on a formula basis for city/county arterials and collectors and system development charges for all expansion of arterial and collectors to meet population growth projections. Prepare technical memorandum that documents this sub-task.

Responsibility: Contractor will lead this task with input from Metro and participation from TPAC, JPACT and the Metro Council.

Sub-task 4.4: Define "Reasonably Available" future revenue sources. Identify new revenue sources forecast as available in the State revenue forecast. Identify expected new local revenue sources. Identify public-private partnerships forecast anticipated to be available (such as Oregon Innovative Public-Private Partnerships). Define actions necessary to implement these new revenue sources and document steps taken to date to address the necessary actions. Distinguish reasonably available funds from those not yet defined as reasonable available that may be identified in a strategy to finance "illustrative projects." Prepare technical memorandum that documents this sub-task.

Responsibility: Contractor will lead this task with input from Metro and participation from TPAC, JPACT and the Metro Council.

Sub-task 4.5: Financial Analysis and Revenue Forecast Report. The Contractor will compile all technical memoranda, with supporting graphics and data, to create a final report and appendices that document a 20-year revenue forecast for the 2035 Regional Transportation Plan and identifies priorities for use of existing resources and for the use of potential resources. The report shall document all cost estimation methodologies, forecast assumptions and scenarios utilized in the forecast and provide a complete assessment of the financial outlook of the transportation system in the region with assurances and/or disclaimers, in the opinion of the consultant, as to the accuracy of data collected and confidence in forecasted numbers provided. The Contractor will prepare an executive summary and Powerpoint presentation to highlight the forecasts by scenario, referencing any pertinent information in the main report. Metro will review draft final report and prepare a 2-4 page fact sheet summarizing the results of this analysis.

Responsibility: Contractor will lead this task with input and assistance from Metro. JPACT and the Metro Council will approve the financially constrained revenue forecast with input from Advisory Committees.

Task 5: Land Use/Transportation Scenario Analysis (July - October 2006)

Sub-task 5.1: Develop Land Use/Transportation Scenario Analysis Framework. Contractor will work with Metro staff to define a framework to identify and evaluate a set of land use and transportation scenarios that will inform recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system and the broader New Look context future growth vision and implementation strategies.

Responsibility: Metro will lead this task with assistance from Contractor, participation from the Metro Council and input from Advisory Committees and other stakeholders identified in the public participation plan.

Sub-task 5.2: Land Use/Transportation Scenario Analysis. Metro staff will identify and evaluate a set of land use and transportation scenarios using the outcomes-based framework defined in Task 2 that will inform recommendations for policy, infrastructure and system management projects, and implementation strategies pertaining to the regional transportation system and the broader New Look future growth vision and implementation strategies.

Responsibility: Metro will lead this task with assistance from Contractor, participation from the Metro Council and input from Advisory Committees and other stakeholders identified in the public participation plan.

Task 6: 2035 Base Case Travel Forecasting Analysis (June – Aug. 2006)

Objective: Identify the year 2035 regional transportation needs and deficiencies based on travel demand forecasts that represent relevant adopted plans, population/employment forecast based on current state law for urban growth boundary expansions and current Financially constrained system of projects in the region. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look.

Sub-task 6.1: Travel Demand Forecasting. Metro will prepare and conduct travel demand forecasting of the 2005 Base Year and 2035 Base Case travel forecast. The 2035 Base Case forecast is based on current state law for urban growth boundary expansions and current financially constrained system of projects in the region.

Responsibility: Metro will lead this task with review of 2035 Base Case network by TPAC.

Sub-task 6.2: Base Case Transportation System Analysis. Metro will analyze the travel demand forecasting results of the 2005 Base Year and 2035 RTP forecast using the evaluation approach defined in Phase 2 if available. The travel forecasting analysis will include: auto, truck and transit volumes; congestion levels, speed, and other information needed to assess the impacts of the RTP systems during the 2-hour AM and 2-hour PM peak periods, and the 1-hour mid-day.

Responsibility: Metro will lead this task with participation from TPAC and assistance from Contractor with analysis of travel outputs. TriMet will assist with analysis of transit network outputs.

Sub-task 6.3: Base Case Transportation System Analysis Documentation. Metro will prepare a Base Case Transportation System Analysis report, fact sheet summarizing analysis and Powerpoint presentation, documenting these tasks. The final report will document model assumptions and analysis results.

Responsibility: Metro will lead this task with participation from TPAC.

Task 7: Economic/Demographic Analysis (June – Sept. 2006)

Objective: Investigate regional economic and demographic trends, including population and household growth, travel characteristics, employment trends (by industry and occupation), labor force characteristics and other key economic indicators that influence regional growth and development and impact the regional transportation system. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look, and be reviewed by the Council of Economic Advisors. The following information and products will be created by Metro as part of this task:

Sub-task 7.1: Forecast Growth Analysis. Metro will analyze forecasted growth from Year 2005 to 2035 in the 4-county Metro region and prepare a memo and fact sheet with charts and graphics summarizing data and key findings on implications for transportation.

Responsibility: Metro will lead this task.

Sub-task 7.2: Growth in Household and Population Analysis. Metro will analyze household and population growth from Year 1990 to 2000 for the 4-county Metro region and Metro urban growth boundary using U.S. census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics summarizing data, including 2000 population spatial distribution, and key findings on implications for transportation.

Responsibility: Metro will lead this task.

Sub-task 7.3: Growth in Jobs and the Economy Analysis. Metro will analyze employment growth by different sectors from Year 1990 to 2000 for the 4-county Metro region and Metro urban growth boundary using U.S. Census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics summarizing data, including 2000 employment spatial distribution, and key findings on implications for transportation.

Responsibility: Metro will lead this task.

Sub-task 7.4: Growth in Neighbor Cities Analysis. Metro will analyze household, population and employment growth from Year 1990 to 2000 for neighbor cities using U.S. census data. More recent will be used if available. Metro will prepare a memo and fact sheet with charts and graphics, summarizing data and key findings on implications for transportation.

Responsibility: Metro will lead this task.

Sub-task 7.5: Regional Travel Characteristics Analysis. Metro will analyze regional travel characteristics from Year 1990 to 2000 for the 4-county region using U.S. census data and other sources (including more recent data) when available. Metro will prepare a memo with charts and graphics summarizing data, and key findings on implications for transportation. Examples of data to be analyzed include:

- Work and non-work trips by mode
- Commute patterns and percent of all trips
- Non-work trip patterns and percent of all trips
- Typical trip purposes for the daily trips made by an average household
- Average commute distance
- Average commute time
- Daily vehicle miles traveled per capita
- Daily trips per household

Responsibility: Metro will lead this task.

Sub-task 7.6: Regional Environmental Justice Analysis. Metro will analyze environmental justice communities as defined by 2000 Census block groups containing a concentration of minority populations (African-American, Hispanic or Asian) and/or containing a concentration of households below the poverty line for the 3-county region using U.S. census data and other data sources (including more recent data) when available. Metro will prepare a memo and fact sheet with charts and graphics, summarizing data and key findings on implications for transportation, both in terms of serving these populations and engaging them when affected by transportation planning and/or investments.

Responsibility: Metro will lead this task.

Task 8: Environmental Analysis (June - July 2006)

Objective: Identify existing natural, historic and cultural resources using existing available data to support system level technical analysis of environmental trends and issues as they relate to the regional transportation system and identification of environmental mitigation strategies during Phase 3. The data collection will be conducted as part of the Shape of the Region element of the New Look. Examples of the types of data being collected include:

- Metro Goal 5 inventory
- Wetlands as documented on the National Wetland Inventory
- Inventory of ESA species on record (no primary research is included in inventory)
- EFU/Forest land as designated by local zoning
- Scenic/Historic/Backcountry Roads, Byways, and Trails as designated by the FHWA, US Department of the Interior and ODOT
- Floodplain locations as determined by the FEMA
- Superfund sites as determined by the US EPA
- Historic properties and districts listed on the National Register of Historic Places
- Existing Federal (US BLM, US Army Corps of Engineers, US Forest Service, US Bureau of Reclamation, US Fish and Wildlife Service) and State owned/managed recreation facilities, National Wildlife Refuges, Recreation Areas and Forests
- Existing City, County, Regional and State public parks, trails and recreational facilities
- Metro wildlife hotspots incident locations
- Metro inventory of culverts that block fish passage
- State Historic Preservation Office likely archeologically-sensitive areas
- Oregon Department of Fish and Wildlife conservation opportunity area maps
- Oregon Department of Fish and Wildlife, National Marine Fisheries and U.S. Fish and Wildlife sensitive species lists

- Maps of previous Oregon Department of Transportation mitigation sites
- Division of State Lands existing mitigation banks and service areas
- Potential Oregon Department of Transportation mitigation banks and service areas
- Water quality limited bodies as defined by Oregon Department of Environmental Quality
- National Marine Fisheries and U.S. Fish and Wildlife recovery and conservation plans

Responsibility: Metro will lead this task.

Task 9: Transportation System Conditions Analysis (June – Oct. 2006)

Objective: Identify the existing regional transportation issues, needs and implications for regional growth trends and effective multimodal people and goods movement in the Portland metropolitan region. This work will be coordinated with the Investing in Communities and Shape of the Region elements of the New Look, the Regional Freight and Goods Movement Plan and Regional Transportation System Management and Operations Plan work program activities.

Sub-task 9.1: Roadways System Conditions Analysis. Metro will develop a comprehensive base of information on the characteristics of the region's multi-modal roadway system using existing data sources available from ODOT, Portland State University Center for Transportation Studies and local transportation agencies. The following activities will be completed as part of this task:

- Review the existing regional roadway functional classifications to identify gaps and/or inconsistencies on the regional network.
- Develop inventory of miles of roadways (interstate, arterials and collectors), pavement condition, bridge locations and existing average daily traffic count data for key highways/arterials in the region.
- Document current transportation system management and operations efforts in the region and their effects.
- Conduct Congestion Management Process (CMP) analysis to identify congestion hot spots and average travel speeds for the CMP network as defined in the 2006-07 Unified Planning Work Program and implications for people and goods movement.
- Conduct a roadway safety analysis, including the identification of the top 20 crash locations by County.
- Prepare memo and graphics documenting roadway system conditions analysis.

Responsibility: Metro will lead this task with participation by local transportation agencies and the TRANSPORT subcommittee.

Sub-task 9.2: Regional Freight System Conditions Analysis. Metro will develop a comprehensive base of information on the characteristics of the region's multimodal freight system including industry trends, shipper logistics stories, freight system profiles, and freight traffic generator characteristics.⁵ The Freight

⁵ This task will be completed as part of the Regional Freight Plan work program activities and forwarded to the 2035 RTP update.

System Profiles are a series of profiles for each of the key elements of the regional freight system that document their physical, operational, and market characteristics, including trucks, air cargo, marine cargo, freight rail and gas lines/pipe lines. Metro will prepare memo, fact sheet and graphics documenting freight system conditions analysis.

Responsibility: Metro will lead this task with participation by the Regional Goods Movement TAC and Task Force.

Sub-task 9.3: Regional Transit System Conditions Analysis. Metro will develop a comprehensive base of information on the characteristics of the region's multimodal transit system using existing data sources from TriMet and SMART. The following activities will be completed as part of this task:

- Inventory of existing routes and facilities (e.g., intercity bus service, intercity passenger rail service, transit centers, major transit stops, park-and-ride lots), transit ridership and revenue hours, park-and-ride lot usage and other capital elements (shelters, transit tracker, low-floor stops).
- Document current transportation system management and operations efforts in the region and their effects.
- Conduct safety analysis using existing data sources and document security efforts of each transit service provider.
- Prepare memo, fact sheet and graphics documenting transit system conditions analysis.

Responsibility: Metro will lead this task with participation by TriMet and SMART.

Sub-task 9.4: Regional Bicycle and Pedestrian System Conditions Analysis. Metro will develop a comprehensive base of information on the characteristics of the region's bike and pedestrian system using the existing pedestrian system inventory and Metro Bike There Map data. This will not include a detailed review of sidewalk or bike facility conditions. The following activities will be completed as part of this task:

- Identify corridor-level pedestrian and bicycle deficiencies and missing links to key generators and destinations, including the regional trail system and the regional transit system.
- Conduct bike and pedestrian safety analysis.
- Prepare memo, fact sheet and graphics documenting bike and pedestrian system conditions analysis.

Responsibility: Metro will lead this task with participation by local transportation agencies, TriMet and SMART.

Sub-task 9.5: Regional Travel Options Program Analysis. Metro will develop a comprehensive base of information on the characteristics of the Regional Travel Options (RTO) Program. This work will be conducted as part of development of the RTO Annual Report and will include the following data and activities:

- Inventory Transportation Management Associations (TMAs) and evaluate performance
- Inventory and evaluate collaborative marketing efforts (includes TravelSmart, TriMet employer program, SMART TDM program and travel options marketing campaign)

- Inventory and evaluate Rideshare program (regional vanpool program and carpool matching)
- Other RTO program monitoring efforts and findings.
- Prepare memo, fact sheet and graphics documenting RTO program analysis.

Responsibility: Metro will lead this task with participation by the RTO Subcommittee.

Sub-task 9.5: Regional Security Analysis. Metro will document existing security strategies, programs, policies, activities, and actions currently in plan in the Portland metropolitan region in response to September 11, 2001. The following activities will be completed as part of this task:

- Document existing security plans, manuals, procedures and policies at state and regional level.
- Develop recommendations for short-term mid-term and long-term strategies to strengthen these efforts.
- Prepare memo, fact sheet and graphics documenting the security analysis.

Responsibility: Metro will lead this task with participation by the Regional Emergency Management Group and the region's transit agencies and Port districts.

Sub-task 9.6: Regional Elderly and Disabled Transportation Planning Analysis. Metro will document recommendations from the update of the Tri-County Elderly and Disabled Transportation Plan (EDTP) anticipated to be completed mid-2006. The planning effort is focused on assessing potential gaps in providing coordinated transportation services for elderly, disabled and low-income persons and updating new service standards for providing transportation services for the elderly and persons living with disabilities. Elements of the updated EDTP will be coordinated with and implemented through the 2035 Regional Transportation Plan. The following activities will be completed as part of this task:

- Document EDTP recommendations for the 2035 RTP and strategies to strengthen these efforts.
- Prepare memo, fact sheet and graphics documenting the results of the EDTP effort and relationship to the 2035 RTP.

Responsibility: Metro will lead this task with participation from TriMet and SMART.

Task 10: System Assessment (Sept. – Nov. 2006)

Objectives: Develop a comprehensive assessment of the regional transportation system issues, needs and deficiencies, and the affect of the transportation system on land use patterns and desired outcomes. Use assessment to improve community and stakeholder awareness and understanding of regional transportation system needs and funding issues and to inform New Look policy direction, including prioritization of desired outcomes. The following activities will be completed as part of this task:

- Prepare final report, fact sheet, Powerpoint and graphics documenting results of the public opinion research and financial, base case, demographic and system conditions analysis and possible strategies to address system needs and funding issues.
- Publish report on the “State of Transportation in the Region.”

Responsibility: Metro will lead this task with input from Contractor and participation from Advisory Committees, JPACT and the Metro Council.

PHASE 3: SYSTEM DEVELOPMENT AND POLICY ANALYSIS (JAN. - SEPT. 2007)

Objective: Develop a financially constrained system of projects and programs that address transportation issues/needs, achieve desired outcomes for transportation and implement the New Look policy direction. Evaluate performance of the financially constrained transportation system and document findings. Prepare a discussion draft Regional Transportation Plan that identifies a set of consistent outcomes, policies, strategies and performance measures, implements the New Look policy vision and meets state and federal planning requirements.

Task 1: Policy Development (Jan. – March 2007)

Objectives: Review and recommend refinements to the regional transportation system policies (Chapter 1) that respond to desired outcomes and New Look policy direction for transportation priorities. Identify the policy issues that need to be addressed at the regional and the local (county & city) level and develop complementary policy recommendations.⁶

Responsibility: Metro will lead this task with participation from Advisory Committees.

Task 2: Outcomes-Based Transportation Solutions Identification and Prioritization (Feb. – April 2007)

Objectives: Conduct a process to solicit projects for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2. Identify and prioritize regional transportation system and program improvements using the updated policies and the desired outcomes as a guide.

Sub-task 2.1: Solicit Transportation Solutions. Metro will solicit infrastructure, demand management and system management projects and programs for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2. Agencies responding to that solicitation will be asked to provide information, to the extent practical, on the “outcome measurements” identified in Phase 2 and on planning-level project costs.

Responsibility: Metro will lead this task with participation from ODOT, local transportation agencies, TriMet and SMART and input from Advisory Committees and stakeholders as identified in the Public participation plan.

Sub-task 2.2: Create RTP Database. Metro will create a RTP project and program database that includes: transportation need to be addressed, outcome project will address, project description and location, travel forecasting assumptions (e.g., number of lanes, capacity, speed), right-of-way needs, cost estimates, potential funding source(s), recommended timing for implementation and other information.

Responsibility: Metro will lead this task with participation from ODOT, local transportation agencies, TriMet and SMART.

Sub-task 2.3: Prioritize Transportation Solutions. Metro will facilitate a process for JPACT and the Metro Council to prioritize infrastructure, demand management and system management projects and

⁶ The freight element of this task will be completed as part of the Regional Freight Plan work program activities and forwarded to the 2035 RTP update.

programs for consideration in RTP financially constrained system using evaluation and project solicitation approach defined in Phase 2 and New Look policy direction for transportation investments.

Responsibility: Metro will lead this task with assistance from Contractor. JPACT and the Metro Council will prioritize financially constrained projects based on input from Advisory Committees.

Sub-task 2.4: Prepare Transportation Priorities Documentation. Metro will prepare a Transportation Priorities Report to document these tasks.

Responsibility: Metro will lead this task.

Task 3: System Development and Analysis (May – Aug. 2007)

Objectives: Analyze performance of the 2035 RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and New Look policy direction and recommended future growth vision (updated 2035 forecast). Refine RTP policies, projects, and performance measures as needed to respond to system performance and desired outcomes.

Sub-task 3.1: Travel Demand Forecasting. Metro will prepare and conduct travel demand forecasting of the RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and updated 2035 forecast. The RTP systems will be developed into auto and transit networks for Metro's travel forecasting model. It is anticipated that full travel demand model runs will be prepared for each RTP system. Metro will provide travel projections for the planning year of 2035 for each system. The travel forecast analysis will include: auto, truck and transit volumes; congestion levels, speed, and other information needed to assess the impacts of the RTP systems during the 2-hour AM and 2-hour PM peak periods, and the 1-hour mid-day.

Responsibility: Metro will lead this task with participation from TPAC. TriMet and SMART will assist with development of transit networks.

Sub-task 3.2: Transportation System Analysis. Metro will analyze the travel demand forecasting results of the RTP committed, financially constrained and illustrative systems using the evaluation approach defined in Phase 2 and updated 2035 forecast. Metro will analyze the impacts of the RTP Financially Constrained System on the built, cultural and natural environment using Geographic Information System (GIS) data and other available environmental data identified in Phase 2 Task 8. The level of detail of the environmental analysis will be at a system-level to be determined in consultation with Federal Highway Administration and Federal Transit Administration staff to ensure adequate consideration of the National Environmental Policy Act (NEPA) in transportation system planning. The analysis will describe impacts to the built, cultural and natural environment, transportation performance and other results.

Responsibility: Metro will lead this task with participation from TPAC and assistance from Contractor with analysis of travel outputs. TriMet will assist with analysis of transit network outputs and documentation of system level capital, operations and maintenance costs.

Sub-task 3.3: Transportation System Analysis Documentation. Metro will prepare a Transportation System Analysis report, documenting these tasks and identifying recommended refinements to RTP policies, projects, programs, and performance measures as needed to respond to environmental impacts, system performance and desired outcomes.

Responsibility: Metro will lead this task with assistance from Contractor and participation from Advisory Committees.

Task 4: Implementation Strategies (June – Aug. 2007)

Objective: Review and recommend refinements to the RTP implementation strategies and requirements (Chapter 6) to address regional transportation system needs and issues, and respond to desired outcomes, New Look policy direction and updated regional transportation policies. Identify a set of performance measures (i.e., benchmarks) for the identified desired outcomes that can be applied to periodically monitor successful implementation of the RTP over time.

Examples:

- Congestion mitigation strategies
- Modal strategies
- Transportation system management and operations strategies
- Transportation demand management strategies
- Land use and economic development strategies
- Environmental and neighborhood impacts and mitigation strategies
- Financing strategies
- New urban area planning strategies
- Corridor planning strategies
- Benchmarks to monitor progress toward plan implementation

Sub-task 4.1: Update Implementation Strategies. Metro will update Chapter 6 of the RTP to reflect findings and recommendations from all previous tasks.

Responsibility: Metro will lead this task with input from Advisory Committees and the Metro Council.

Task 5: Develop Discussion Draft Regional Transportation Plan (May – Aug. 2007)

Objective: Prepare a discussion draft RTP for 45-day public review and comment based on information, findings and recommendations from all previous tasks.

Responsibility: Metro will lead this task with input from Advisory Committees. MPAC, JPACT and the Metro Council will release the discussion draft plan for a formal 45-day public comment period.

PHASE 4: ADOPTION PROCESS (SEPT. – NOV. 2007)

Objective: Provide an opportunity for interested parties to express ideas and concerns about the discussion draft plan policies, projects and implementation strategies. Provide detailed information about the 2035 RTP update, decision-making process, technical analysis and project timeline. Compile a public comment report that responds to all comments received prior to the final decision by JPACT and the Metro Council. Adopt 2035 RTP by November 2007.

Task 1: Solicit Comments on Discussion Draft 2035 RTP (Sept. – Oct. 2007)

Objective: Conduct a process for interested parties to express ideas and concerns about the discussion draft plan policies, projects and implementation strategies (including a draft regional investment strategy) as described in the Public Participation Plan.

Responsibility: Metro will lead this task with assistance from Contractor and input from Advisory Committees and other stakeholders as defined in the public participation plan. Metro will consult with the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) group as part of this task.

Task 2: Prepare Public Comment Report (Sept. – Oct. 2007)

Prepare a report documenting all public comments received for consideration prior to final decision by JPACT and the Metro Council.

Responsibility: Metro will lead this task with assistance from Contractor.

Task 3: Refine Discussion Draft 2035 RTP (Sept. – Oct. 2007)

Refine 2035 RTP based on public comments for consideration prior to final decision by JPACT and the Metro Council.

Responsibility: Metro will lead this task with input from Contractor and from Advisory Committees. MPAC, JPACT and the Metro Council will approve a final draft 2035 RTP that meets state and federal planning requirements, pending the air quality conformity analysis to be conducted in Phase 5.

PHASE 5: POST-ADOPTION FEDERAL AND STATE CONSULTATION (DEC. 2007. - MARCH 2008)

Objective: Complete air quality conformity determination to corroborate that the updated plan meets federal and state air quality requirements. Submit the updated plan to federal and state regulatory agencies for approval, prior to the current plan's expiration in March 2008.

Task 1: Conduct 2035 RTP Air Quality Conformity Determination Process (Dec. 2007 – March 2008)

Objectives: Analyze the air quality impacts of the 2035 RTP Financially Constrained System, document methodologies and findings in Air Quality Conformity Determination report and provide an opportunity for public comment prior to approval by JPACT and the Metro Council.

Sub-task 1.1: Air Quality Conformity Consultation. Consult with state and federal regulatory agencies to review conformity methodologies and procedures.

Responsibility: Metro will lead this task with participation from TPAC. Local transportation agencies will provide documentation of recently constructed or funded regionally significant projects to be included in the conformity analysis.

Sub-task 1.2: Air Quality Conformity Analysis. Analyze and document the air quality impacts of the 2035 RTP Financially Constrained System using the regional travel demand model following the methodologies agreed to in Subtask 1.1.

Responsibility: Metro will lead this task with participation from TPAC, JPACT and the Metro Council.

Sub-task 1.3: Solicit Comments on 2035 RTP Air Quality Conformity Determination. Conduct a process for interested parties to express ideas and concerns about the air quality conformity methodology and results.

Responsibility: Metro will lead this task with participation from Advisory Committees and other stakeholders as defined in the public participation plan.

Sub-task 1.4: Prepare Public Comment Report. Prepare a report documenting all public comments received for consideration prior to final decision by JPACT and the Metro Council.

Responsibility: Metro will lead this task.

Sub-task 1.5: Approve Final 2035 RTP and Air Quality Conformity Determination. Consider public comments prior to final decision by JPACT and the Metro Council.

Responsibility: Metro will lead this task with participation from TPAC, JPACT and the Metro Council.

Sub-task 1.6: Federal Findings Documentation. Develop and submit Federal Findings and Air Quality Conformity Determination to FHWA and FTA for review.

Responsibility: Metro will lead this task.

Sub-task 1.7: State Findings Documentation. Develop and submit State findings to the Department of Land Conservation and Development for Post-Acknowledgement review.

Responsibility: Metro will lead this task.

Task 2: Federal Classification Review (March - June 2008)

Objective: Identify and submit Federal Functional Classification Updates⁷ and National Highway System Updates⁸ to ODOT, FHWA and FTA for review.

Responsibility: Metro will lead this task with participation from TPAC and local transportation agencies in coordination with ODOT and FHWA. JPACT and the Metro Council will forward the recommended updates to ODOT, FHWA and FTA for approval.

3.0 PUBLIC PARTICIPATION PLAN

The Overview section (Section 1) described the decision-making structure that guides transportation planning activities and decision-making in the Portland metropolitan region. This section describes the *stakeholder engagement and outreach* components that will inform development of an updated 2035 RTP plan, and support the decision-making role of the Metro Council, JPACT and MPAC and the participatory role of public agencies, targeted stakeholder groups and the general public.

Metro's targeted stakeholders and planning partners include the 25 cities, three counties and affected special districts of the region, Oregon Department of Transportation (ODOT), Oregon Department of Environmental Quality, Port of Portland, SMART, TriMet and other interested community, business and advocacy groups as well as state and federal regulatory officials and resource agencies. Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County

⁷ The Federal Functional Classification Review will occur after the 2035 RTP update process is completed.

⁸ The National Highway System review will occur as part of the Regional Freight Plan work program activities.

governments on bi-state issues. This broad spectrum of stakeholders is the primary focus of the public participation plan.

A second priority for community outreach is the general public. The general public will be engaged and provided opportunities to give input throughout the planning process via the Metro website, publications, electronic newsletters, telephone hotline, public opinion survey, focus groups, Metro public meetings, public hearings, media outreach, community newspapers and The Oregonian. In addition, feedback will be solicited on specific plan elements during public comment periods, public hearings and as part of formal review processes. Opportunities to partner with local governments, business and community groups and use public access television to broaden awareness of and participation by the general public in the 2035 RTP update will be identified throughout the process.

A collaborative effort will be required between the consultant team, Metro Council, JPACT, and staff to ensure that the public participation plan is an effective tool for developing and creating a constructive, meaningful, and broad-based dialogue with the citizens and decision-makers of the Portland metropolitan region.

Successful outcomes of this ambitious RTP update process depend on the active participation of local, state and regional decision makers, other transportation providers, public agency staff, and other stakeholders that include the business community, community and environmental groups, and residents of the region. Generally, the outreach component will seek to inform, educate and gain input in a targeted fashion, recognizing the limited time and financial resources available. The public participation plan relies on educational opportunities and innovative tools and forums/workshops that provide for adequate and effective, though focused public dialogue. With targeted input from stakeholders and the broader community, Metro and its regional partners will update the RTP to prioritize critical transportation investments to best support the desired economic, environmental, land use and transportation outcomes the New Look identifies and, as a result, better implement the 2040 Growth Concept vision.

The public participation plan builds responds to two key directives from Metro Council: (1) the questions for the public and stakeholders are not about the broad vision for growth and development in the Portland metropolitan region (that vision is articulated in the 2040 Growth Concept, and has been supported several times in various ways by local governments and the general public); rather, the questions are about implementation (what can we do, especially, in the context of the RTP, with transportation investments, to better achieve the 2040 Growth Concept vision); and (2) focus on elected and appointed representatives of local governments and interest groups, not on extensive outreach to the general public (though opportunities for public education, engagement and comment will be provided in a targeted manner.

COMPONENT 1: STAKEHOLDER OUTREACH AND EDUCATION (JUNE -DEC. 2006)

The first component is intended to serve a two-fold purpose of public education and engagement, using six primary methods to engage key stakeholders and the public in focused input and discussions: regional forums, opinion survey, focus groups, stakeholder workshops, media outreach, publications, interested parties' mailing list, an outreach toolkit, and project website. This component is expected to begin in partnership with the June New Look forum and will conclude with the New Look forum scheduled for December.

Regional Forums

The regional forums will provide the setting for both sharing and collecting information. During these day-long interactive forums to be held in June and December, the project team and Metro staff and leadership can introduce New Look effort to the targeted stakeholders while beginning the process of

soliciting feedback and collecting input. The project team in partnership with Metro staff and leadership will develop the specific objectives and format of these forums.

<i>Consultant Deliverables:</i>	Workshop organization, outreach and educational materials design, workshop facilitation, summary report, and outreach video design.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3 conference calls per forum.
<i>Link to RTP TAP:</i>	A June Forum marks the beginning of the effort to identify desired outcomes and policy tradeoffs to be analyzed during Phase 2, while a December Forum will mark the transition from the research and policy development phase to development of an updated RTP that implements the New Look policy direction.
<i>Links to Other Efforts:</i>	The Regional Forums are intended to directly link all New Look long-range planning efforts currently underway. The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the forums and discussed in the context of the broader New Look effort.
<i>Timeframe:</i>	June 2006 and December 2006

Opinion Survey

The project team, working with Metro staff and leadership, will develop an opinion survey focused on soliciting a representative sample of opinion on desired outcomes for transportation, the public's willingness to pay for transportation priorities and transportation funding options. The project team and Metro staff and leadership will work in partnership to develop the goals and purpose of the survey. This opinion survey, implemented by Moore Research, Inc., will include instrument design, sample selection, administration, coding and data analysis, and reporting.

<i>Consultant Deliverables:</i>	Develop survey instrument (English and Spanish), conduct survey, survey analysis report.
<i>Metro Responsibilities:</i>	Materials production/printing, mailing costs.
<i>Number of Meetings:</i>	1-2 Conference Calls.
<i>Link to RTP TAP:</i>	The opinion survey will be used to refine the desired outcomes, public priorities for transportation and willingness to pay for those priorities.
<i>Links to Other Efforts:</i>	Questions will be formulated to solicit feedback on regional transportation issues and their relationship to the New Look effort.
<i>Timeframe:</i>	September 2006 - December 2006

Focus Groups

The purpose of the focus groups is to involve participants in a highly interactive small group setting that allows for candid discussion and feedback on project-related issues and options, including desired outcomes for transportation and transportation needs, funding options and investment priorities. Each will involve a selected group of participants reflecting a variety of social, demographic, and economic characteristics (involving 10 to 15 participants). The project team will work with Metro staff and leadership to develop the purpose, goals, and agenda for each focus group.

<i>Consultant Deliverables:</i>	Focus group design, outreach and educational materials design, focus group facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3-4 conference calls (combined focus group/targeted workshop meetings).
<i>Link to RTP TAP:</i>	A first round of focus groups will be conducted in September to December of 2006, serving to inform the desired outcomes and public priorities effort. After the December Regional Forum, another round of focus groups will be held from January to June of 2007 to prioritize transportation investments based on the desired outcomes, public priorities and fiscal constraints. The project team will work with Metro staff and leadership to determine the number of focus groups to be scheduled for each component.
<i>Links to Other Efforts:</i>	The focus groups will be structured to include time to solicit feedback on regional transportation issues and their relationship to the other New Look components.
<i>Timeframe:</i>	September 2006 - December 2006
<i>Number of Focus Groups:</i>	5

Stakeholder Workshops

Targeted workshops will allow the project team and Metro staff and leadership to reach groups that need more in-depth outreach efforts. These workshops will be held with specific groups and organizations with interests in transportation and its connection with a broad range of issues across the region, include a series of meetings held with traditionally underrepresented groups, in cooperation with community-based organizations (CBOs).

Groups and organizations targeted may include transportation and land use advocacy organizations (e.g., Bicycle Transportation Alliance, 1000 Friends of Oregon, Coalition for a Livable Future), immigrant and refugee advocates (e.g., Immigrant and Refugee Community Organization, Frente Commun), affordable housing advocates (e.g., Community Alliance of Tenants, Clackamas Community Land Trust), environmental organizations (e.g., Sierra Club, Natural Resources Council), business groups (e.g., chambers of commerce, the Portland Business Alliance, Westside Economic Alliance, Clackamas County Economic Alliance) The project team in cooperation with Metro staff and leadership should develop the list of partner CBOs and target groups for outreach as the process progresses.

<i>Consultant Deliverables:</i>	Workshop organization, outreach and educational materials design, facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2 planning meetings and 3-4 conference calls (combined focus group/targeted workshop meetings).
<i>Link to RTP TAP:</i>	Stakeholder workshops will be held to inform the desired outcomes and public priorities tasks in Phase 2 and prioritizing transportation investments within fiscal constraints tasks in Phase 3. The number of workshops needed for each phase will be determined by the project team, in partnership with Metro staff and leadership.

Links to Other Efforts: Where ever possible partnering opportunities will be pursued to combine and consolidate the stakeholder workshops with other similar efforts being conducted by local governments and targeted groups and organizations. It is hoped that this will help to avoid “meeting fatigue” and will allow participants to better consider the broader issues facing the region.

Timeframe: September 2006 - June 2007

Number of Workshops: 5 (2 for traditionally underrepresented groups)

Web Site

The project team will create interactive project website components, including an interactive web survey element, and a budget scenario allocation exercise feature (the Budget Challenge Game).

Consultant Deliverables: Web survey element design, budget scenario allocation exercise design.

Metro Responsibilities: Hosting and maintenance of interactive elements, response collection and tabulation.

Number of Meetings: 1 Planning Meeting and 3-4 Conference Calls (combined Interactive Web Component/Web-based Outreach meetings).

Link to RTP TAP: Web-based outreach will be an ongoing feature of the public involvement effort to engage the general public and other stakeholders. The interactive survey element and budget scenario allocation game will be added during the project prioritization tasks of Phase 3. These elements are intended to assist in refining priorities and developing a Financially Constrained System of projects.

Links to Other Efforts: The RTP web component will be part of a larger web-based outreach effort that combines all of the New look long-range planning initiatives accessed through a single website. Opportunities to have local governments and other stakeholder group websites to provide links to the Metro website will be identified.

Timeframe: June 2006 – November 2007

Transportation Hotline

Metro staff will maintain a 2035 RTP Update message program with timely information that includes meeting dates and key decision points. A mailbox option for requesting information will also be established as part of this function.

Consultant Deliverables: None.

Metro Responsibilities: Hosting and maintenance of hotline, response collection and tabulation.

Link to RTP TAP: Use of the transportation hotline will be an ongoing feature of the public involvement effort to communicate key decisions points and receive comments during formal public comment periods.

Timeframe: June 2006 – March 2008

Media Outreach

Using mass media, information will be provided to inform and engage the community throughout the process. A mailing list of local media will be compiled. Media briefings will be conducted with reporters

and editorial board members as determined appropriate. Op-ed pieces will be developed. Press releases and media packets will be provided to media at key decision-making points. The media will be notified of public meetings and decisions prior to the date of the meeting/hearing.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Creation of media list, preparation, printing and distribution of materials, general media outreach.
<i>Link to RTP TAP:</i>	Media outreach will be an ongoing feature of the public involvement effort to report on the results and findings of the technical tasks.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the Regional Freight Plan and New Look processes.
<i>Timeframe:</i>	June 2006 – November 2007

Interested Parties Mailing List and Electronic Newsletters

An interested parties' mailing list will be established of interested members of the public.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Creation/maintenance of interested parties' mailing list, electronic newsletters.
<i>Link to RTP TAP:</i>	Use of the interested parties mailing list and electronic newsletters will be an ongoing feature of the public involvement effort.
<i>Timeframe:</i>	February 2006 – March 2008

Publications

Two newsletters are planned. Fact sheets will be developed throughout the process to describe different components of the update as needed. The newsletters and fact sheets will be distributed through Metro's website, at meetings and to stakeholders upon request. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Preparation, printing and distribution of materials.
<i>Link to RTP TAP:</i>	Publications summarizing the results and findings of the TAP will be an ongoing feature of the public involvement effort.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the Regional Freight Plan and New Look processes.
<i>Timeframe:</i>	June 2006 – March 2008

COMPONENT 2: STAKEHOLDER COORDINATION, COLLABORATION, AND OUTREACH (JUNE 2006-SEPTEMBER 2007)

The second component of the participation plan will bring agencies and jurisdictions and targeted stakeholders together to discuss the implications of the findings of the first component's outreach effort as well as to ensure effective regional and local collaboration and cooperation throughout the process. This effort will involve two main components: agency and jurisdictional outreach, and a collaboration and

cooperation effort focused on specific technical topics and interest areas. This component will be conducted along a roughly parallel timeframe with the first component.

Agency and Jurisdictional Outreach

In this component, the project team will work with cities, counties, and agencies such as Tri-Met and the Port of Portland to conduct targeted outreach and communication efforts intended to address the specific outreach and information needs of each agency or jurisdiction. In addition, the role of the project team will be to assist the agencies and jurisdictions in question so as to ensure that they are effectively collaborating with each other and the RTP process. The regular standing County Coordinating Technical Advisory Committees meetings and other means (e.g., joint MTAC/TPAC and MPAC/JPACT workshops, Regional Travel Options Subcommittee, Transport Subcommittee, Freight TAC the Bi-State Transportation Committee presentations) will be utilized to share project information and collect input throughout the process.

<i>Consultant Deliverables:</i>	Meeting organization, outreach and educational materials design, facilitation, summary report.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	2-4 Planning Meetings and 1-2 Conference Calls (combined Agency and Jurisdictional Outreach/ Topical Workshops).
<i>Link to RTP TAP:</i>	The agency and jurisdictional outreach process is intended to extend the reach of the RTP outreach effort by coordinating with agencies and jurisdictions responsible for implementing elements of the Regional Transportation Plan. This effort will occur during the identification of desired outcomes, public priorities and scenarios tasks in Phase 2 and prioritization of transportation investment tasks in Phase 3, with coordinating meetings split evenly between the two phases.
<i>Links to Other Efforts:</i>	Where ever possible partnering opportunities will be pursued to combine and consolidate outreach to agencies and jurisdictions with other similar efforts. It is hoped that this will help to avoid “meeting fatigue” and will allow participants to better consider the broader issues facing the region.
<i>Timeframe:</i>	June 2006 – June 2007
<i>Number of Workshops:</i>	6

Mayors’/Chairs’ Forums

The Mayors’/Chairs’ forums will provide the setting for both sharing and collecting information with the region’s elected officials as part of the broader New Look process. Three forums are budgeted in the New Look work program. Metro staff and leadership will develop the specific objectives and format of these forums.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Link to RTP TAP:</i>	The forums are intended to extend the reach of the RTP outreach effort by coordinating directly with local elected officials responsible for implementing elements the Regional Transportation Plan. The purposes of the forum and link to technical work will be developed.

Links to Other Efforts: The Forums are intended to directly link all New Look long-range planning efforts currently underway. The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the forums and discussed as parts of one single planning effort.

Timeframe: October 2006 and May 2007

Technical Topic Workshops

These workshops will be conducted focusing on key interest areas and technical topics such as: finance, governance, economic development, sustainability, and housing as they related to the regional transportation system. Public agency and jurisdictional staff, as well as representatives from identified community-based organizations, business groups and advocacy groups will meet to help to ensure effective region-wide cooperation and collaboration. A high priority in this effort will be to make sure that minority, low-income, or other traditionally underrepresented communities share in the benefits of transportation improvements without bearing a disproportionate burden. The project team in partnership with Metro staff and leadership will develop the format and purpose of these workshops.

Consultant Deliverables: Meeting organization, outreach and educational materials design, facilitation, summary report.

Metro Responsibilities: Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.

Number of Meetings: 3 Planning Meeting and 1-2 Conference Calls (combined Agency and Jurisdictional Outreach/Technical Topic and Interest Area meetings).

Link to RTP TAP: The topical workshops are intended to assist in the refinement of the transportation investment priorities and selection of the recommended implementation strategies.

Links to Other Efforts: Participants will be asked to consider transportation issues in relation to the broader long-range planning context. Opportunities to partner with local governments and targeted groups and organizations will be identified.

Timeframe: January 2007 – September 2007

Number of Workshops: 5

CETAS Briefings

SAFETEA-LU requires consultation of Federal and state wildlife, land management and regulatory/resource agencies during the process to ensure adequate consideration of environmental impacts at a transportation system planning level of analysis. The Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) group includes state and federal resource agencies, including FHWA, National Marine Fisheries, ODOT, DLCD, ODEQ, Oregon Department of Fish and Wildlife, State Historic Preservation Office, Oregon Division of State Lands, Oregon Parks and Recreation, U.S. Army Corp of Engineers, U.S. Environmental Protection Agency and U.S. Fish and Wildlife Service. Metro staff and leadership will develop the specific objectives and format of these briefings.

Consultant Deliverables: None.

Metro Responsibilities: Materials production/printing and presentation.

<i>Link to RTP TAP:</i>	The consultation briefings are intended to extend the reach of the RTP outreach effort by coordinating directly with Federal and state wildlife, land management and regulatory/resource agencies as required by SAFETEA-LU. The purposes of the briefing and link to technical work will be developed in consultation with FHWA Division staff.
<i>Links to Other Efforts:</i>	The RTP (including the Regional Freight Plan), Shape of the Region, and Investing in Communities components will all be included in the briefings and discussed as parts of one single planning effort.
<i>Number of Briefings:</i>	2
<i>Timeframe:</i>	October 2006 and September 2007

Outreach Toolkit

In order to extend the reach of the outreach effort, local jurisdictions, agencies, and organizations will be provided with a “toolkit” of outreach and educational materials. This outreach kit will consist of a variety of educational materials and information designed for distribution to the public by Metro in partnership with agencies, jurisdictions, and organizations.

<i>Consultant Deliverables:</i>	Outreach toolkit design.
<i>Metro Responsibilities:</i>	Materials production/printing, toolkit distribution, mailing costs.
<i>Number of Meetings:</i>	1-2 Conference Calls.
<i>Link to RTP TAP:</i>	The outreach toolkit will be developed to assist in the identification of desired outcomes and public priorities, with potential supplemental materials to be determined later to assist in the transportation investment prioritization tasks in Phase 3.
<i>Links to Other Efforts:</i>	The outreach toolkit will be created in such a way that it clearly links the RTP process with the New Look regional long-range planning effort.
<i>Timeframe:</i>	Development and distribution from June 2006 – September 2006, with supplemental materials development and distribution to occur after the December Forum to coincide with the project prioritization tasks in Phase 3.

COMPONENT 3: ADOPTION PROCESS (SEPT. – NOV. 2007)

The third component will coincide with the release of the draft RTP, and will focus on soliciting input. A final Regional Forum, public hearings, web-based outreach, transportation hotline and other means will be used to provide information to key stakeholders and the general public. This component will begin upon release of a discussion draft 2035 RTP document. It is expected that this effort will begin in September 2007 and continue into November 2007.

Regional Forum

A Regional Transportation Forum will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback. The forum will be similar to the regional forums described in component one, with a focus on the discussion draft RTP and will include informational booths and presentations as well as a variety of methods for collecting feedback.

<i>Consultant Deliverables:</i>	Meeting organization, outreach and educational materials design, facilitation, summary report.
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<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, speaker stipends, mailing costs.
<i>Number of Meetings:</i>	1 Planning Meeting and 1-2 Conference Calls.
<i>Link to RTP TAP:</i>	This forum will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback
<i>Links to Other Efforts:</i>	The forum will be structured so as to show the relationships between the RTP and Metro's other planning efforts.
<i>Timeframe:</i>	September 2007
<i>Number of Forums:</i>	1

Metro Council Public Hearings

Public hearings will be conducted throughout the region with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback. These hearings will be hosted by the Metro Council as part of regular meetings, and may include informational booths.

<i>Metro Responsibilities:</i>	Materials production/printing, facility rental, food and beverage service, participant recruitment, mailing costs.
<i>Link to RTP TAP:</i>	The hearings will be conducted with the goal of introducing the findings and recommendations of the RTP and soliciting public feedback
<i>Links to Other Efforts:</i>	Where possible, public hearings will be combined with events of the other planning efforts.
<i>Timeframe:</i>	September – November 2007
<i>Number of Hearings:</i>	4

Web-Based Outreach

The project website will be configured to allow the public to submit comments on the draft RTP. The web page will also include a description of the update process, a timeline with key decision points, fact sheets, newsletters and other pertinent information about the process. Additionally, the Budget Challenge Game will be completed and ready for public use.

<i>Consultant Deliverables:</i>	Summary report and the Budget Challenge Game.
<i>Metro Responsibilities:</i>	Hosting and maintenance of interactive elements, response collection and tabulation.
<i>Number of Meetings:</i>	1 Planning Meeting and 3-4 Conference Calls (combined Interactive Web Component/Web-based Outreach meetings).
<i>Link to RTP TAP:</i>	Web-based outreach will be integrated into the public review phase of the discussion draft RTP.
<i>Links to Other Efforts:</i>	The RTP web component will be part of a larger web-based outreach effort that combines all four long-range planning initiatives accessed through a single website. Opportunities to have local governments and other stakeholder group websites to provide links to the Metro website will be identified.
<i>Timeframe:</i>	Ongoing

Transportation Hotline

Metro staff will maintain a 2035 RTP Update message program with timely information that includes meeting dates and key decision points. A mailbox option for leaving comments and requesting information will also be established as part of this function.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Hosting and maintenance of hotline, response collection and tabulation.
<i>Link to RTP TAP:</i>	Use of the transportation hotline will be integrated into the public review phase of the discussion draft RTP.
<i>Timeframe:</i>	September – November 2007

Media Outreach

Using mass media and public outreach techniques, information will be provided to inform and engage the community about the release of the draft RTP, and solicit feedback. Media briefings will be conducted with reporters and editorial board members as determined appropriate. Press releases and media packets will be developed and provided to media at key decision-making points. The media will be notified of public meetings and decisions prior to the date of the meeting/hearing.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Preparation, printing and distribution of materials, general media outreach.
<i>Number of Meetings:</i>	1-2 conference calls (if needed).
<i>Link to RTP TAP:</i>	Media outreach will be integrated into the public review phase of the discussion draft RTP.
<i>Links to Other Efforts:</i>	Public information materials and outreach will explicitly link the RTP with the New Look.
<i>Timeframe:</i>	September 2007 – November 2007

Public Comment Report

A public comment report will be compiled and summarized at the end of the formal public comment period.

<i>Consultant Deliverables:</i>	None.
<i>Metro Responsibilities:</i>	Public Comment Report and printing and distribution of materials.
<i>Link to RTP TAP:</i>	The public comment summary report will be integrated into the public review phase of the discussion draft RTP and will be used to identify refinements to the discussion draft RTP prior to adoption.
<i>Timeframe:</i>	September 2007 – November 2007

Final Public Outreach Summary Report

A final summary report containing a complete evaluation and overview of the outreach effort, including a discussion of the successes and potential areas for improvement will be created.

<i>Consultant Deliverables:</i>	Final Summary Report.
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<i>Metro Responsibilities:</i>	Printing and distribution of materials.
<i>Number of Meetings:</i>	1-2 conference calls (if needed).
<i>Link to RTP TAP:</i>	The final public outreach summary report is intended to be included in the final RTP report.
<i>Links to Other Efforts:</i>	The RTP summary report will include a section that outlines how the outreach effort for the RTP was linked with New Look efforts, as well as an evaluation of how well this was accomplished.
<i>Timeframe:</i>	February 2008

APPENDIX A: ADDITIONAL CONTEXT FOR THE 2035 RTP UPDATE

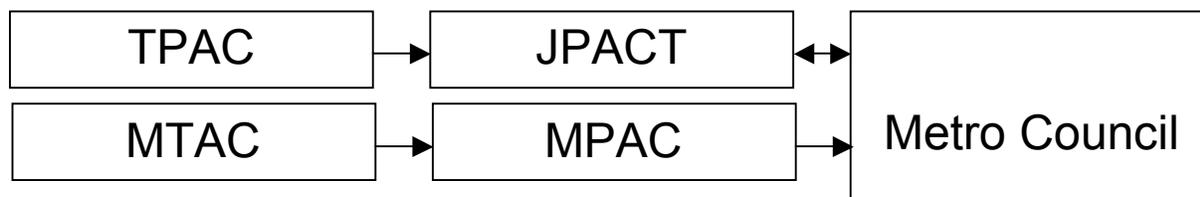
REGIONAL CONSULTATION, COORDINATION AND DECISION-MAKING STRUCTURE

Metro's transportation planning activities are guided by a decision-making framework that consults and coordinates the perspectives of federal, state, regional and local government agencies, citizens and interest groups as part of the decision-making process.

Metro facilitates this consultation and coordination through four advisory committee bodies –the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC). In addition, the Metro Committee for Citizen Involvement (MCCI) provides advice to the Metro Council on how to best involve residents in regional planning activities. **Figure 1** displays the regional transportation decision-making process.

Figure 1.

Regional Transportation Decision-Making Process



Source: Metro

Roles and Responsibilities

A more detailed description of make-up and the roles and responsibilities of each decision-making body are provided below.

Metro Council. The Council President is directly elected region-wide and the six other members of the Metro Council are directly elected from districts throughout the region. The Council approves Metro policies, including transportation plans recommended by JPACT. The Metro Council, in making policy decisions and approving transportation plans, relies on JPACT and the Metro Policy Advisory Committee (MPAC) for input. JPACT and MPAC, in turn, rely on technical expertise and input from TPAC and the Metro Technical Advisory Committee (MTAC).

JPACT. The Joint Policy Advisory Committee on Transportation (JPACT) provides a forum for elected officials and representatives of agencies involved in transportation planning to evaluate transportation policies and make recommendations on projects to implement those policies. This 17-member committee makes funding recommendations to the Metro Council. The committee includes elected officials from local governments within the region, three Metro councilors, representatives from ODOT, TriMet, the Port of Portland, plus representatives from governments and agencies of Clark County, Wash., and the state of Washington. The JPACT finance subcommittee also meets to develop and recommend financing strategies to implement the region's transportation policies.

- **Bi-State Transportation Committee**

The Bi-State Coordination Committee is a subcommittee of Metro's Joint Regional Policy Advisory Committee on Transportation (JPACT) and Southwest Washington Regional Transportation Council (RTC). The role of the committee is to review transportation and land-use issues of bi-state significance and to present recommended actions to JPACT and RTC. The committee is comprised of six members from Clark County and seven members from the Portland metro area. The Bi-State Coordination Committee was chartered through resolutions approved by Metro, Multnomah County, the cities of Portland and Gresham, TriMet, ODOT, the Port of Portland, the Southwest Washington Regional Transportation Council (RTC), Clark County, C-Tran, Washington State Department of Transportation (WSDOT) and the Port of Vancouver.

MPAC – Metro Policy Advisory Committee (MPAC) is a 28-member committee that was established by Metro Charter to provide a vehicle for local government involvement in Metro's growth management planning activities. It includes eleven locally-elected officials, three appointed officials representing special districts, TriMet, a representative of school districts, three citizens, two Metro Councilors (with non-voting status), two officials from Clark County, Washington and an appointed official from the State of Oregon (with non-voting status). Under Metro Charter, this committee has responsibility for recommending to the Metro Council adoption of, or amendment to, any element of the Charter-required Regional Framework Plan. In accordance with this requirement, the transportation plan developed to meet SAFETEA-LU, the Oregon Transportation Planning Rule and Metro Charter requirements will be developed with input from both MPAC and JPACT. This ensures proper integration of transportation with land use and environmental concerns.

TPAC. The Transportation Policy Alternatives Committee (TPAC) provides technical input into the planning process and makes recommendations to JPACT. TPAC membership includes senior technical staff from cities and counties in the region, ODOT, TriMet, the Port of Portland, the Washington Department of Transportation, Federal Highway Administration, Oregon Department of Environmental Quality and the Southwest Washington Regional Transportation Council. There are also six citizen representatives with strong public involvement skills and diverse backgrounds appointed to TPAC by the Metro Council. The citizen members represent business, freight, and alternative mode interests from different parts of the region.

- **Regional Travel Options (RTO) subcommittee.** The Regional Travel Options (RTO) subcommittee makes recommendations to the Transportation Policy Alternatives Committee (TPAC) related to a program to provide alternatives to driving alone in the region. The subcommittee has a total of three citizen representatives who join technical staff from jurisdictions around the region, including Metro, ODOT, TriMet, Washington County, Multnomah County, Clackamas County, City of Portland, Oregon Department of Energy, DEQ, Port of Portland and Wilsonville's South Metro Area Rapid Transit (SMART) agency and the Clark County Strategic Planning group (C-TRAN, WASHDOT or SWRTC).
- **Transport subcommittee.** The Transport Subcommittee to TPAC guides and coordinates the region's intelligent transportation activities, including policy and operations as recommended by SAFETEA-LU. The committee is a multi-agency group of transportation system providers representing the same agencies as TPAC. In early 2005, the role of this group as a Subcommittee of TPAC was formalized.

MTAC – The Metro Technical Advisory Committee (MTAC) provides technical support into the regional planning process and makes recommendations to MPAC. The 37-member committee is composed of three citizen members, planning directors and other senior-level staff from cities and counties around the region including Clark county and Vancouver, Washington, ODOT, TriMet, the Department of Land Conservation and Development, Port of Portland, business, commercial and industrial representatives, service providers, community and environmental organizations.

MCCI –The Metro Committee for Citizen Involvement (MCCI) was established under Metro’s home-rule charter in 1992 to assist with the development, implementation and evaluation of Metro’s citizen involvement program and advise on how to best involve residents in regional planning activities. The committee has 20 positions: two in each of the six council districts; one representative from each of the county citizen involvement organizations; one representative from each county area outside Metro’s boundary; and two at-large positions. According to its bylaws, MCCI includes members from the entire area within the boundaries of Clackamas, Multnomah and Washington counties.

Regional Freight and Goods Movement Task Force – The Regional Freight and Goods Movement Task Force will be comprised of 33 members from the community, private and public sectors, representing the many elements of the multimodal freight transportation system and community perspectives on freight. Recommendations from the Regional Freight TAC will be forwarded to the Regional Freight and Goods Movement Plan Task Force. The Task Force will make its recommendations to TPAC, JPACT and the Metro Council. The recommendations will be forwarded to the 2035 Regional Transportation Plan process for adoption into the region’s long-range transportation system plan.

Freight Technical Advisory Committee – The Freight Technical Advisory Committee (TAC) will be comprised of public sector staff from the local, regional, and state agencies operating within Metro’s jurisdictional boundaries. The TAC will provide input and review of technical work products developed as part of the *Regional Freight and Goods Movement Plan*.

REGULATORY CONTEXT FOR 2035 RTP UPDATE

The 2035 RTP Update is the first significant update to the Portland region’s RTP since the 2000 RTP.⁹ The 2000 RTP was the culmination of a five-year effort to overhaul the previous plan to reflect new federal and state regulations and to implement the then newly adopted 2040 Growth Concept. It was the first RTP to be acknowledged by the LCDC as consistent with statewide planning goals. This planning effort will be conducted within the context of guiding federal, state, and regional transportation and land use policy and requirements.

Federal Context

Metropolitan areas with populations over 50,000 people are required by federal law to have a Metropolitan Planning Organization (MPO), and those organizations are required to prepare regional transportation plans that describe, among other things, how federal and state funds for transportation projects and programs will be spent. An MPO must create an RTP that identifies the transportation investments it will make with those funds over a 20-year planning period. Plans are required to be updated at least every four years.

Federal rules also require the RTP to be *financially constrained*, that is, the estimated costs of the identified projects do not exceed an estimate of revenues that are “reasonably anticipated to be available” for the 20-year plan period. A transportation project is eligible for federal transportation funds distributed through Metro if it is included in the financially constrained system and is consistent with federal air quality standards.

At the federal level, Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) is the most recent federal transportation legislation that establishes a comprehensive framework for making transportation investment decisions in metropolitan areas. Among other

⁹ There were minor updates in 2002 and 2003-04, designed to keep the RTP in compliance with state regulations and federal changes to transportation laws.

provisions, it directs Metro to expand consultation and coordination with planning officials, resource agencies and users of the system, develop a formal public participation plan that provides reasonable opportunities for interested parties to comment on development of the RTP and address eight planning factors focused on:

- Improving transportation safety
- Enhancing security
- Preserving the existing transportation system
- Supporting economic vitality
- Connecting people, freight, and modes
- Increasing system management and operations
- Minimizing environmental impacts
- Increasing mobility and accessibility

State Context

In 1991, the Land Conservation and Development Commission adopted the Oregon Transportation Planning Rule (TPR). The TPR implements State Land Use Planning Goal 12, Transportation, which was adopted by the Oregon Legislature in 1974. The TPR is the road map for the preparation of transportation system plans (TSP) by all jurisdictions responsible for transportation planning in the state of Oregon.

TSPs prepared at the state, regional and local are required to plan for all modes of transportation. The TPR requires most cities and counties and the state's five MPOs to adopt transportation system plans that consider all modes of transportation, energy conservation and avoid principal reliance on any one mode to meet transportation needs. By state law, local plans in MPO areas must be consistent with the regional transportation system plan (TSP). In the Portland region, the Regional Transportation Plan serves as the regional TSP. Likewise, the regional TSP must be consistent with the Oregon Transportation Plan, adopted in 1992 by the Oregon Transportation Commission.

The state TPR requires that transportation system plans provide an adequate system of improvements that meet adopted performance measures. Goal 12 lists implementing directives including consideration of all modes of transportation; identification of needs; avoidance of single mode reliance; minimization of adverse impacts; energy conservation; meeting needs of transportation disadvantage; strengthening the economy by facilitating the flow of goods and services; and conformity with land use plans. The TPR also establishes mandates for linking transportation planning with land use.

Regional Context

In 1979, the voters in this region created Metro, the only directly elected regional government in the nation. In 1991, Metro adopted Regional Urban Growth Goals and Objectives (RUGGOs) in response to state planning requirements. Revised in 1995 and acknowledged by the Land Conservation Development Commission in 1996, the RUGGOs establish a process for coordinating planning in the metropolitan region in an effort to preserve regional livability. In 1995, RUGGOs, including the 2040 Growth Concept, were incorporated into the Regional Framework Plan in 1997 to provide the policy framework for guiding Metro's regional planning program, including development of functional plans and management of the region's urban growth boundary. The RTP is a Metro functional plan.

Metro Charter

In 1992, the voters of the Portland metropolitan area approved a home-rule charter for Metro. The charter identifies specific responsibilities of Metro and gives the agency broad powers to regulate land-use planning throughout the three-county region and to address what the charter identifies as “issues of regional concern.” Among these responsibilities, the charter directs Metro to provide transportation and land-use planning services, oversee regional garbage disposal, and recycling and waste reduction programs, develop and operate a regional parks system and operate regional spectator facilities such as the Oregon Zoo, the Oregon Convention Center and the Portland Metropolitan Exposition (Expo) Center. The charter also directed Metro to develop the 1997 Regional Framework Plan that integrates land-use, transportation and other regional planning mandates. The 2040 Growth Concept and implementing functional plan were incorporated into the charter-required regional framework plan.

Regional Framework Plan

The Regional Framework Plan is a comprehensive set of policies that integrate land-use, transportation, water, parks and open spaces and other important regional issues consistent with the 2040 Growth Concept. The Framework Plan is the regional policy basis for Metro’s planning to accommodate future population and employment growth and achieve the 2040 Growth Concept.

2040 Growth Concept

The 2040 Growth Concept was adopted in 1995, and serves as the blueprint for future growth in the region. The Growth Concept text and map identify the desired outcome for the compact urban form to be achieved in 2040. The 2040 Growth Concept has been acknowledged to comply with statewide land use goals by the Land Conservation and Development Commission (LCDC). It is the foundation of Metro’s 1997 Regional Framework Plan. Adoption of the 2040 Growth Concept established a new direction for planning in the Portland metropolitan region by linking urban form to transportation. This new direction reflects a regional commitment to developing a plan that is based on efficient use of land and a safe, cost-effective and efficient transportation system that supports the land uses in the 2040 Growth Concept and serves all forms of travel.

The unifying theme of the 2040 Growth Concept is to preserve the region’s livability while planning for expected growth in this region – a principle that calls for a regional transportation system designed to meet the specific needs of each 2040 Growth Concept land use component. The Regional Transportation Plan seeks to protect the region’s livability by defining a transportation system that:

- anticipates the region’s current and future travel needs for safe and efficient people and goods movement
- accommodates an appropriate mix of all forms of travel
- supports key elements of the 2040 Growth Concept through strategic investments in the region’s transportation system

A New Look at Regional Choices

Since the adoption of the long-range plan in 1995, the region’s population has increased by 200,000 residents. More people, especially young adults, are moving to the region because it is a great place to live, work and play. This rapid growth brings jobs and opportunity, but it also creates new challenges. New forecasts show that within the next 25 years, about a million more people will live in the five-county

Portland metropolitan region. Time has exposed some of the shortcomings in the implementation of the region's long-range plan, as well as tensions and trade-offs between different objectives.

In 2005, the Metro Council initiated a project called the New Look at Regional Choices (the New Look) is a regional process to update Metro's long-range strategies and policies for managing growth. The process will focus primarily on updating the region's implementation tools to best support the region's vision for urban form, the economy, transportation, and the environment. At the end of 2006, the Metro Council will adopt updated policies and implementation strategies, which may include proposals for the 2007 Oregon Legislature and policy direction on transportation investment priorities to be integrated into the 2035 RTP. The RTP Update is simultaneously the transportation element of the New Look. Metro wants the region's land use and transportation policies work together to enhance the region's economic strength and livability.

KEY ISSUES TO BE ADDRESSED

The region has aggressively implemented state policy calling for reduced reliance on any single mode of transportation. In practice, this has meant complementing the region's roads and highways with a comprehensive public transit network; taking seriously the needs of pedestrians and bicyclists in addition to cars; and integrating land use and transportation planning by promoting compact urban form and mixed-use development. Providing for our future transportation needs will be made more difficult by several key challenges, all of which have important implications for the region's ability to achieve its economic and community goals.

Growth: As the region expands to accommodate the one million new residents that are expected to be living here by 2030, major new transportation investments will be required to serve both developed and developing areas.

Congestion: A 2005 study found that the region's excellent rail, marine, highway, and air connections to national and international destinations position it as both a hub for the distribution of goods across the country and a gateway for global trade. These connections make the region's economy highly dependent on transportation. However, projected growth in freight and general traffic cannot be accommodated on the current system. Increasing congestion — even with currently planned investments — will harm the region's ability to maintain and grow business.

Funding: State and local funding for roads and transit is failing to keep pace with current needs, to say nothing of the growth expected in the coming decades. Funding has been identified for less than half the \$10 billion cost of the projects in the current Regional Transportation Plan. Furthermore, these capital expenditures compete against critical needs for operations and maintenance of the existing transportation system.

Issues to resolve

- How should the region prioritize needed transportation projects given current funding constraints? How can the region respond to rapid population growth if funding remains static?
- What is the appropriate balance between large projects that serve freight and economic development and other projects that support transportation choices and vibrant centers and neighborhoods?
- Where will the funding come from for the significant infrastructure investments needed to serve new urban areas brought inside the urban growth boundary?

- How can the region ensure that major highway projects solve existing problems rather than inducing demand from outside the region and creating new problems?
- How can we fund multi-modal projects that are critical for community livability but not eligible for highway fund dollars?
- How can the region reconcile the fragmented ownership of its transportation facilities with the need for coordinated governance of the system?
- How can the region best monitor whether its transportation system is successful in meeting regional goals and policies?

FRAMEWORK FOR UPDATING THE RTP

Though there are many requirements (federal and state) and planning standards that affect the content of an RTP, it is fundamentally about making good choices about transportation investments that support our land use, economic and environmental goals in the face of competition for limited funds. The process leading to an adopted RTP, and the transportation investments it authorizes, must incorporate public opinion and technical information in a public discussion of:

- What the region wants from its transportation system (outcomes).
- What projects and programs are most likely to produce those outcomes efficiently and fairly.
- What obstacles (especially financial ones) are there to implementing those projects and programs.
- What projects, programs and strategies should be pursued.

In sum, the RTP planning effort should provide good information (accurate, relevant, and understandable) about project and program performance (benefits and costs) in an open process that facilitates decisions about transportation investments that best advance the 2040 Growth Concept and are efficient and equitably serve the public.

New directions and emphasis

To this end, two elements of the planning process are to be given particular attention in the 2035 RTP Update:

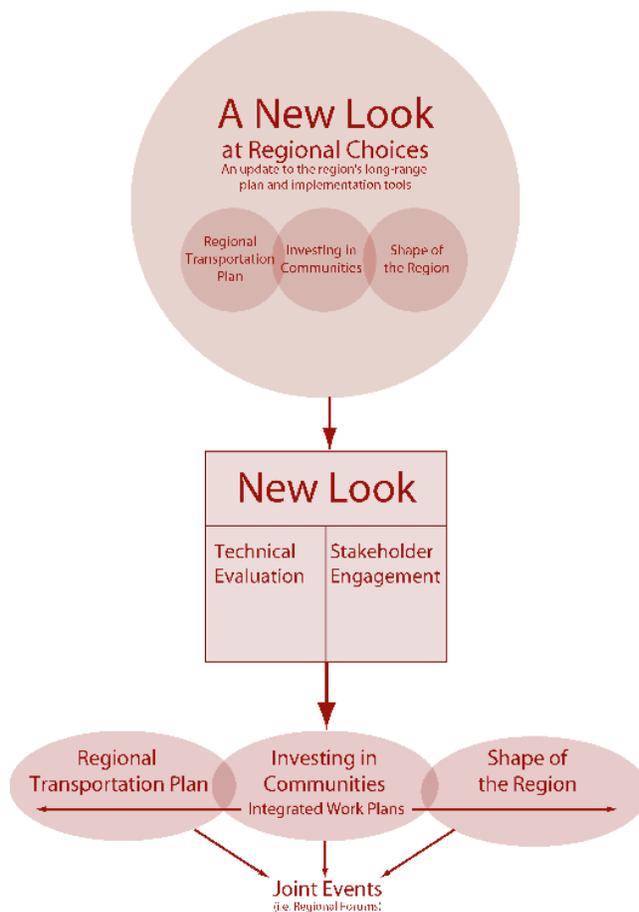
- **Integration and coordination with other regional planning processes.** The process for plan development and review must coordinate with other planning process to achieve common regional goals and outcomes. There are important links between transportation improvements and strategic investments that forward goals for land use and the region's economy while also supporting goals for protecting the environment. Consultation with a broader spectrum of interests will also be integrated into the process as the RTP update is integrated within the broader New Look planning process.
- **Focus on good information about desired outcomes, actions to achieve them, and the ability to afford those actions given realistic financial expectations.** The values and desired outcomes of the public are very important, and the decision-making process will focus on those values and outcomes to develop a priority list of transportation investments that is calibrated with realistic financial expectations for funding priority transportation services and programs to maximize benefits across the region.

Integration and coordination

The Portland region is held as a model around the country for coordinated regional planning on transportation and land use. The RTP process and resulting planning must be integrated both internally and externally. Internally, the planning must coordinate the *technical analysis and policy development* with the *public-participation process*. *Internal integration* means that the RTP process is designed so that the technical information is available for the public process and decision-makers when it is needed, and the public process does not consider policy issues before the appropriate technical information can be made available. *External integration* means that the RTP process is coordinated with other planning efforts in the region. Metro is concurrently updating the region's long-range growth management plan, supporting transportation plan, and implementation tools in its *New Look* planning effort. **Figure 2** illustrates how the RTP update fits in the New Look planning process.

Figure 2.

A New Look at Regional Choices Planning Process



Source: MIG

The circle at the top of **Figure 2** shows the *New Look* as the comprehensive evaluation of development issues in the Portland region. The *New Look* has three main components, each with many technical elements:

- *Investing in Communities* focuses on growth and development *inside* the current urban growth boundary (UGB).
- *Shape of the Region* focuses on growth and development at the urban fringe, primarily *outside* the current UGB.
- *A New Look at Transportation* (which is simultaneously the required federal process for creating an RTP) supports (and also influences) the vision for growth and development that emerges from the previous two components.

The RTP update will focus on all types of transportation projects and programs—including highways, streets, boulevards, transit, walking, biking, freight, system management and operations and demand

management. By working within the umbrella of the New Look, the process will take into consideration how those transportation investments affect land use, the economy and environmental quality.

Focus on outcomes

The current 2004 RTP includes nearly 1,000 multi-modal projects estimated to cost more than \$10 billion, but the region anticipates receiving less than \$5 billion in revenue over 20 years. Furthermore, these are capital costs that compete for the same sources used by state, regional, and local governments for operations and maintenance. This funding shortfall creates problems not only for providing needed transportation infrastructure investments, but also for the achieving the desired land-use patterns envisioned in the 2040 Growth Concept.

That gap between the cost of desired transportation improvements and the ability to pay for them is a central concern of the 2035 RTP Update. *To address the funding challenges Metro wants to modify the traditional process the region uses to evaluate and prioritize transportation improvements. Metro also wants the process to define the critical transportation issues facing the region and choices for prioritizing needed transportation improvements in the context of the New Look.*

A goal of this planning effort is a more streamlined plan and a list of transportation priorities that:

- support the Region 2040 Growth Concept and the New Look policy direction, and
- collectively do not cost more than realistic estimates of revenues. The process should engage citizens and their elected and appointed representatives to elicit their opinions about what transportation improvements are most important to them to inform prioritizing transportation investments.

Metro originally asked the consultant team to design a process based on an approach called “Budgeting for Outcomes.” The approach builds from three premises: (1) there are specific outcomes the public desires; (2) there is a price the public is willing to pay for government services that has remained relatively constant over time; and (3) establishing budget priorities within that willingness to pay should be based on public input.

Because the “Budgeting for Outcomes” approach is designed for a single jurisdiction to make budget priority decisions for an individual jurisdiction, Metro and the consultant team are adopting its principles but adapting its procedures to fit within the complex transportation funding and multi-jurisdictional environment that exists in the Portland metropolitan region. The clear desire is to move away from a plan that is a compilation of locally desired projects with an unfunded cost, to one that focuses on delivering specific results (e.g., outcomes) that citizens value (e.g., priorities) at a price they are willing to pay. The 2035 RTP Update process will enable citizens and decision-makers to work together to identify the highest priority transportation projects and programs—ones that provide a relatively high amount of net benefits for the entire region.

Better information about what transportation improvements people want and are willing to pay for is essential to the creation of an RTP that provides efficient transportation improvements and is financially constrained. What people are willing to pay (in their various roles as transportation users and federal, state, and local taxpayers) theoretically establishes the financial constraint. Given that context, an RTP (like any plan for public investment) should try to:

- *Identify what matters to citizens.* This requires identifying the public’s desired outcomes and transportation priorities in the context of limited transportation funding.

- *Measure what matters.* This requires the development of outcomes-based performance measures that should include qualitative assessments of impacts (e.g., public opinion) as well as quantitative ones (e.g., the outputs of travel-demand models or environmental justice analysis) while being careful not to double-count either as a benefit or a cost.
- *Identify choices to be made through public policies and/or investments.* Though the choices are ultimately political ones (made by a small group of decision-makers elected or appointed to represent a larger public), the hope is that the choices made roughly conform to a ranking of projects based on net benefits (cost-effectiveness), subject to constraints imposed by goals for the distribution of net benefits (fairness, equity).

This logic has been fundamental to proponents of effective decision-making and public policy for a century and will serve as the foundation for the 2035 RTP update. The RTP update technical evaluation will fit into and inform a larger process of public decision-making. A public decision-making process that is informed by good information (understandable and accurate, with assumptions and variability clearly documented) will result in better and more informed decisions.

APPENDIX B: TIMELINE, MAJOR TASKS AND OUTREACH STRATEGIES

2006		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
Feb–June	<ul style="list-style-type: none"> ▶ Stakeholder scoping ▶ Identify key issues to address ▶ Establish project website and interested parties' list ▶ Develop and finalize work program and PPP 	<ul style="list-style-type: none"> • Regional Transportation Forum (April 20) • Review of work plan and PPP—MCCI/Council/JPACT/MPAC/MTAC/ TPAC • Information on Metro website
June–Sept	<ul style="list-style-type: none"> ▶ Define a framework that allows desired outcomes to be measured and to be useful in evaluating transportation system ▶ Research transportation system conditions (transportation, economic, financial, demographic and environmental trends) ▶ Analyze financial trends, evaluate funding options and draft 20-year revenue forecast ▶ Define and evaluate "scenarios" that distinguish land use and transportation policy choice ▶ Identify desired outcomes and performance measures 	<ul style="list-style-type: none"> • Regional forum (June) • Council/JPACT/MPAC/MTAC/TPAC discussions • One Focus group • Three stakeholder workshops • Three jurisdiction/agency workshops • Fact sheets • Outreach toolkit prepared • Media outreach (op-ed pieces, newspaper articles) • Metro website • Metro transportation hotline
Oct–Dec	<ul style="list-style-type: none"> ▶ Comprehensive transportation system assessment ▶ Develop State of Transportation in the Region report ▶ Adopt revenue forecast and New Look policy direction for RTP 	<ul style="list-style-type: none"> • One Mayors'/Chairs' forum (Fall) • Regional transportation forum (Dec) • Council/JPACT/MPAC/MTAC/TPAC discussions • One focus group • Public opinion survey • Newsletter • Media outreach (op-ed pieces, newspaper articles) • Metro website • Metro transportation hotline
2007		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
JAN–JUNE	<ul style="list-style-type: none"> ▶ Update policies and system maps ▶ Solicit RTP projects ▶ Create RTP project database ▶ Conduct transportation system analysis ▶ Refine policies and update implementation strategies and regulations 	<ul style="list-style-type: none"> • Council/JPACT/MPAC/MTAC/TPAC discussions • Three focus groups • Two stakeholder workshops • Three jurisdiction/agency workshops • Fact sheets • Topical workshops • Metro website • Metro transportation hotline

2007 (CONT)	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
SEPT-NOV	<ul style="list-style-type: none"> ▶ Release discussion draft RTP for public review ▶ Respond to public comments ▶ Refine draft RTP based on comments ▶ Adopt 2035 RTP, pending air quality conformity analysis 	<ul style="list-style-type: none"> • Formal 45-day public comment period • Regional Transportation Forum (Sept) • Council/JPACT/MPAC/MTAC/TPAC discussions • Metro hotline • Public hearings • Public comment summary report • Public information (notices, op-ed pieces, newspaper articles) • Information on Metro website
DEC-JAN 2008	<ul style="list-style-type: none"> ▶ Air quality consultation on methodology and assumptions ▶ Conduct air quality analysis 	<ul style="list-style-type: none"> • Air quality consultation • Metro website
2008		
	WORK PLAN ACTIVITY	OUTREACH AND PARTICIPATION
JAN-FEB	<ul style="list-style-type: none"> ▶ Develop state and federal consistency findings ▶ Respond to public comments on air quality conformity ▶ Refine draft RTP based on comments 	<ul style="list-style-type: none"> • Formal 30-day public comment period on air-quality conformity analysis • Continue air-quality consultation • Metro hotline • Metro website • Public hearing • Fact sheet • Information on Metro website
FEB-MARCH	<ul style="list-style-type: none"> ▶ Final adoption of 2035 RTP, Air Quality Conformity and findings ▶ Submit final 2035 RTP, conformity determination, and federal findings to FHWA/FTA for review and Federal certification ▶ Submit final 2035 RTP and findings to State for post-acknowledgement review 	<ul style="list-style-type: none"> • Public notices • Outreach evaluation report

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