

 **Metro** | *Memo*

Date: March 18, 2014
To: MPAC and Interested Parties
From: John Mermin, 2014 RTP Project manager
Re: Overview of changes proposed in draft 2014 Regional Transportation Plan (RTP)

Purpose

The purpose of this memo is to inform MPAC of proposed changes included in the draft 2014 RTP. A tracked-changes and a clean version of the draft RTP as well as the project list will be available to download from Metro's website www.oregonmetro.gov/rtp beginning March 21.

Background

In 2014, Metro is required to complete a periodic update of the Regional Transportation Plan (RTP) in order to maintain continued compliance with the federal Clean Air Act. The Metro Council and JPACT adopted a work program in September, 2013. Because of the limited available resources and overlap with the Climate Smart Communities project, the 2014 RTP work program was scaled to focus on critical policy and project updates needed in the near term, while deferring less urgent or developed issues to the subsequent RTP update (which will also incorporate Climate Smart recommendations).

The major focus of the 2014 update has been to meet state and federal requirements, and to incorporate recommendations from the Regional Active Transportation Plan (ATP) and Regional Safety Plan. The vast majority of edits to the RTP document are technical / house-keeping. The policy edits are located primarily in the Chapter 2 biking and walking sections. These edits strengthen existing policies and provide additional detail to reflect the Regional Active Transportation and Regional Safety Plans but do not propose any dramatic shifts in policy direction. See **Attachment 1** for an overview of the changes proposed in the draft 2014 RTP.

In addition to edits to the RTP document, the 2014 work program included updating the project list. These updates were limited to projects coming from a local public process such as a transportation system plan or corridor plan. In December 2013, local jurisdictions and partner agencies submitted to Metro new projects as well as changes to existing projects.

Next Steps

On May 14 MPAC will be asked to review a summary of public comments received and potential refinements to the RTP, and make a recommendation to the Metro Council to preliminarily approve the RTP, pending an air quality conformity determination (and a 30-day comment period on the determination). On June 25, MPAC will be asked for its final recommendation to Metro Council on the 2014 RTP ordinance.

Attachment 1. Overview of Changes proposed in Draft 2014 RTP

Chapter 1 - Changing Times

- Updated existing conditions data and maps covering topics such as road maintenance, safety, public health, rail and marine freight trends, top tier commodities, climate change, job retention and creation, recession recovery, population growth and demographics.

Chapter 2 - Vision

Miscellaneous updates

- **Section 2.5 Regional System Concepts and Policies**
 - Added links to metro webpage to view zoomable version of RTP system maps.
 - Updated use of the terms “system” and “network” for consistency. “System” now consistently refers to sum of the combined modal networks. “Network” refers to each individual modal network, e.g. the bicycle network is part of the transportation system.
 - Updated mobility corridor schematic (Figure 2.3 (formerly 2.8)) showing general location of mobility corridors throughout the region.
 - Added reference to mobility corridor strategies in the Appendix.
 - Updated description of Mobility Corridor Atlas.
 - Updated Arterial and Throughway Network map and System Design map to reflect TV Highway Corridor Plan: TV Hwy now classified as “Major Arterial” instead of “Principal Arterial, and “Regional Street” instead of “Throughway”.

Freight

- **Section 2.5.4 Regional Freight Network Vision**
 - Updated numbers of exports and jobs, and projected volume of trade in region.

Safety

1. **Section 2.3 Goals, Objectives and Targets for a 21st Century Transportation System, and Section 2.3.1 Performance targets**
 - Updated the Safety goal/objective language and performance measure based on the recommendations of the Regional Safety Workgroup to reference “fatal and severe injury crashes” rather than “fatalities and serious injuries”
 - Updated baseline data to reflect 2007 – 2011, the first five years of consistent Metro-wide data.
2. **Section 2.5.1 Regional System Design and Placemaking Concept**
 - Updated Table 2.6 Arterial and Throughway Design Concepts to clarify typical number of planned lanes on major arterials as “up to 4 through lanes with turn lanes” and minor arterials as “2 to 4 through lanes with turn lanes.”
3. **Section 2.5.2 Arterial & Throughway Network Vision**
 - Added text to support Policy 1 - described that medians and access management should be used on streets with 4 lanes or more where feasible. Medians would include openings for turn lanes and access points, as appropriate. Most of the region’s fatal or severe injury crashes occur on roads with 4 or more lanes. Multilane roads have a higher rate of fatal and severe injury crashes, but medians are one of the most effective safety countermeasures, having been demonstrated to reduce injury crashes by 20% - 40%. Access management has also been proven to be an effective countermeasure on multilane arterials.
 - Added text to support Policy 1 - described the need for attention to safety on these facilities, and suggested proven countermeasures including engineering, enforcement, and

education. Also indicated need to develop objective performance measures for region's arterials.

4. Section 2.5.6 Regional Pedestrian Network Vision

- Added text to Policy 2, clarifying that a well-connected network of pedestrian facilities includes safe street crossings.
- Added a paragraph to support Policy 2, noting the importance of frequent well-designed pedestrian crossings, particularly on multi-lane arterials.
- Added text to support Policy 4, describing importance of safe crossings at transit stops.

5. Section 2.5.7 Transportation System Management and Operations (TSMO) Vision: Added text to support Policy 4, describing improved roadway safety as a benefit of travel behavior changes.

Active Transportation

1. Section 2.3 Goals, Objectives and Targets for a 21st Century Transportation System

- Updated Fiscal Stewardship goal language and objective language (Maximize Return on Public Investment) to reflect need to make decisions guided by data and analyses.

2. Section 2.3.1 Performance Targets

- Updated the baseline data for the active transportation mode share target. Active transportation performance and findings will be updated based on new modeling results prior to the public comment period which begins March 21.
- Redefined the Basic Infrastructure target to be something that is measurable.

3. Section 2.5 Regional Concepts and Policies

- Updated Figure 2.2 (formerly 2.7) Regional Mobility Corridor Concept to reflect that "Parkway" can refer to a Pedestrian Parkway, a Bicycle Parkway or both.

4. Section 2.5.1 Regional System Design and Placemaking Concept

- Updated references to Metro's Livable Streets Handbooks to refer to Active Transportation Plan (ATP) design guidance and provided new schedule for revising the handbooks.
- Updated cross sections in Table 2.6 Arterial and Throughway Design Concepts to include bicycle/pedestrian parkways and regional bikeway/regional pedestrian corridor; (*NOTE – this would be completed prior to the public comment period - time permitting*).
- Added reference to recommended design guidance for regional pedestrian and bicycle network facilities.
- Added reference within "designs for stormwater management and natural resource protection" to trails and noted the Regional Conservation Strategy as a resource.

5. Section 2.5.2 Arterial and Throughway Network Vision

- Updated text to support Policy 1 – revised definition of "complete streets" to reflect national complete streets coalition definition.
- Updated text to support Policy 1 - added reference to the need to consider traffic speeds, volumes and volume of heavy trucks in pedestrian and bicycle design.

6. Section 2.5.3 Regional Transit Network Vision

- Added policy to "Improve pedestrian and bicycle access to transit" to reinforce the need for integration and to be consistent with current RTP bicycle and pedestrian policies.
- Added reference to SMART Master Plan being consistent with policies.
- Added reference to bicycles in Table 2.7 - What Works and Doesn't Work to support Direct Transit Service.

7. Section 2.5.5 (new section) Regional Active Transportation Network Vision

- Added a new section describing the integrated pedestrian and bicycle and transit networks. Bicycle and pedestrian network visions are now a subsection of new section.

8. Section 2.5.5.1 (formerly 2.5.5) Regional Bicycle Network Vision

- Reordered bicycle policies to match the order of the pedestrian policies.
- Updated regional bicycle network vision and policies to be consistent with the five policies

- recommended in the ATP.
 - Updated functional classifications within the regional bicycle network. Trails are no longer a functional classification but are identified as a facility type. The Bicycle Parkways concept was introduced in the last RTP update. It is the highest functional class. Community Bikeways are eliminated as a functional class and replaced by Regional Bikeways. Bicycle Districts have been added and are the same as the Pedestrian Districts.
 - Updated Figure 2.18 (formerly 2.22) regional bicycle network map with new routes and new functional classifications, based on local partner input within the ATP.
9. **Section 2.5.5.2 (formerly 2.5.6) Regional Pedestrian Network Vision**
- Updated regional pedestrian network vision and policies. Policies are refined to be consistent with the five policies recommended in ATP, e.g. adding language to reflect themes such as “comfort” and “safety”; adding new policy to equitably serve all people.
 - Updated the Regional Pedestrian Network Concept (Figure 2.20 (formerly 2.24)) with a cross section or diagram that better illustrates the regional pedestrian concept (*NOTE – this would be completed prior to public comment period, time permitting*).
 - Updated regional pedestrian network map with added new routes and new functional classifications. The pedestrian network map has functional classifications for the first time: Pedestrian Parkways, Regional Pedestrian Corridors. Pedestrian Districts have not changed.
10. **Throughout Chapter 2**
- Replace the word “amenities” when referring to elements of the pedestrian, bicycle and transit networks (such as bus shelters, benches, crossing elements, lighting) with words such as element or feature, to reflect the importance of these elements for a fully functioning, comfortable and safe pedestrian, bicycle and transit travel environment.
 - Add “multi-use path” to accompany “trails” to reflect interchangeable nature of terms.

Chapter 3 - Investment Strategy

- **Section 3.3 What are the Current Sources of Revenue**
 - Updated sources of revenue.
- **Section 3.4 What’s our Budget?**
 - Updated size of revenue targets
 - Updated description of Columbia River Crossing Funding Assumptions (costs and revenues) based on ODOT staff recommendations.
- **Section 3.5 What Investment Priorities are included in the Federal and State RTP Systems?**
 - Revised tables, figures and supporting text describing composition of projects included in federal and state RTP systems - based on updated draft project list.
 - Deleted tables, figures and supporting text reporting community building vs. mobility corridor projects since Metro did not use that framework for soliciting projects in the 2014 RTP update.

Chapter 4 – Mobility Corridor Strategies (moved to Technical Appendix)

- The mobility corridor strategies chapter has been moved from the draft RTP to the Technical Appendix. Metro is underway with an update to the Mobility Corridor Atlas, which will begin to merge elements of this chapter, including RTP projects into its design. The latest Mobility Corridor Atlas will be released this summer after the adoption of the 2014 RTP. The Atlas is a key component within Metro’s federally required congestion management process. Further description of the evolving Mobility Corridor atlas and the integration of information from chapter four will be included within the RTP Appendix.

Chapter 4 - Performance Evaluation and Monitoring (formerly Chapter 5)

- This chapter has been updated to reflect new modeling results. The base year was updated to 2010 and the horizon year was updated to 2040. Some general takeaways about the projected change from 2010 to 2040 include reduced vehicle miles traveled per person, increased biking and walking, rising auto delay (though delay per person is reduced significantly with RTP projects built compared to the No-Build scenario).

Chapter 5 - Implementation (formerly Chapter 6)

- **Section 5.3.1 Corridor Refinement Planning**
 - Updated table and text describing corridors recommended for refinement planning: removed East Metro Connections plan; added recommendations from TV Highway Corridor Plan and described that the Hillsboro to Forest Grove segment still needs to be addressed; revised text describing corridor plans underway, but not yet complete (Southwest Corridor plan and Portland Central City Loop)
- **Section 5.3.2 Project Development**
 - Added summary of recommendations from East Metro Connections Plan.
 - Refined other sections based on recent project development work - Columbia River Crossing project, I-5/99W Connector Study and Sunrise Project.
- **Section 5.4 Congestion Management Process**
 - Updated to reflect current requirements and activities.
- **Section 5.6 Amending the RTP**
 - Updated to clarify what's needed to demonstrate consistency with RTP when making findings for RTP project amendments.
- **Section 5.7.2 Alternative mobility standards**
 - Referenced 2011 Oregon Highway plan and Transportation Planning rule amendments
- **Section 5.7.3 High Capacity Transit System Expansion Policy (SEP) Guidebook**
 - Deleted this section since the guidebook was completed and adopted in 2011.
- **Section 5.7.4 Climate Smart Communities Scenarios Project**
 - Updated to reflect current status of project.
- **Section 5.7.5 Rural Arterial Policy Refinements**
 - Deleted section since the documentation from the Urban Reserves process adequately covers the transportation changes needed in the reserves areas.
- **Section 5.7.6 Greater Portland Pulse**
 - Updated description to reflect current status of project.
- **Section 5.7.7 Community Investment Strategy**
 - Updated to reflect current status of initiative and change of name from Community Investment Initiative (CII) to Regional Infrastructure Supporting our Economy (RISE).
- **Section 5.7.8 Regional Transportation Model Enhancements**
 - Updated to reflect recently completed (and future) model enhancements.
- **Section 5.7.10 Urban and Rural Reserve Planning and Green Corridor Implementation**
 - Updated to reflect outcomes of urban and rural reserves process.
- **Section 5.7.14 Regional Active Transportation Work Program**
 - Updated to reflect completion of Regional Active Transportation Plan and description of the implementation activities funded by the Metro Council.
- **Section 5.7.15 Best Design Practices in Transportation**
 - Updated to reflect updated scope and time frame of proposed activity.
- **Section 5.7.16 High-Speed Rail**
 - Updated to reflect current status of planning activities.
- **Section 5.7.17 Regional Safety Planning Work Program**

- Updated to reflect recommendations of Regional Safety Plan.
- **Section 5.7.18 Congestion Management Program Data Collection and Monitoring**
 - Updated to reflect current activities.
- **Section 5.7.19 Environmental Justice Methodology & Criteria**
 - Deleted section since RTP staff has developed a new methodology to perform an analysis of RTP projects. Investments will be programmatically evaluated to the census geographies of identified Environmental Justice Communities (including people of color, low-income people, elderly, children, people with limited English proficiency.) The programmatic evaluation is assessing whether regional investments would cause a disproportionate burden to or unintentionally discriminated against environmental justice communities.

2014 RTP Project list

The updated draft RTP project list includes approximately 1,200 projects (an increase from the 1,071 projects in the last RTP) including a large variety of types and sizes. The project list includes a large number of relatively inexpensive projects and a handful of large-scale projects. The following summary provides a snapshot of the scale of projects on the draft list:

Throughways (freeways)

- 2 projects greater than \$1B
 - Columbia River Crossing and Hwy 217
- 7 projects from \$100 to \$300M
- 27 projects from \$750K to \$100M

Transit

- 3 projects greater than \$1B
 - SW Corridor High Capacity Transit
 - Vancouver light rail
 - Milwaukie light rail
- 7 projects from \$100 to \$400M
- 69 projects from \$325K to \$100M

Roads & Bridges

- 5 projects from \$75M to \$265M
- 89 projects from \$20 to \$75M
- 237 projects from \$5 to \$20M
- 212 projects less than \$5M

Active Transportation (biking and walking focused projects)

- 55 projects from \$10M to \$80M
- 87 projects from \$5 to \$10M
- 267 projects less than \$5M

Freight

- 12 projects from \$25M to \$100M
- 24 projects from \$5 to \$25M
- 17 projects less than \$5M

Transportation System Management & Operations (TSMO)

- 7 projects from \$10M to \$90M
- 23 projects from \$1 to \$10M
- 35 projects less than \$1M