

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION 19-4998, FOR THE PURPOSE OF ADOPTING THE DESIGNING LIVABLE STREETS AND TRAILS GUIDE AND DIRECTING THE COO TO APPLY THE GUIDE TO PROJECTS FUNDED BY METRO

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Department: Planning and Development

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Length: 10 min

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### ISSUE STATEMENT

This resolution would adopt new regional street and trail design guidance, Exhibit A: Designing Livable Streets and Trails Guide (the Guide), to serve as Metro's transportation design guidance for transportation projects planned, designed or constructed with funds allocated by Metro. The Guide provides context sensitive, performance-based design guidelines for regional streets and trails to support implementation of the 2040 Growth Concept, the Regional Transportation Plan and other local and regional plans and policies. The Guide is available at [www.oregonmetro.gov/streetdesign](http://www.oregonmetro.gov/streetdesign)

### ACTION REQUESTED

Adoption of Resolution 19-4998.

### IDENTIFIED POLICY OUTCOMES

Transportation projects funded by Metro are planned, designed and constructed are consistent with the design approach of the Guide. To be consistent with the Guide transportation projects will:

- Link land use and transportation.
- Help achieve desired outcomes, including increasing safety, equity and transportation options, and reducing greenhouse gas emissions.
- Design streets with emerging technologies in mind.
- Support moving people in a variety of safe ways.
- Be sustainable, context sensitive and performance-based.
- Include ongoing and meaningful public engagement, especially for historically underserved communities.
- Be fiscally responsible and employ practical solutions.
- Use data to inform design decisions.
- Reduce vehicle miles traveled and greenhouse gas emissions.
- Avoid, minimize or mitigate impacts on the natural environment from transportation projects, including through stormwater management.

### POLICY QUESTION(S)

Shall the Metro Council require that transportation projects planned, designed and constructed with funds allocated by Metro must meet regional design guidelines and

regional needs, particularly around safety, accessibility and transit mobility? And that projects shall be designed using performance-based design principles and that the design guidelines will also serve as the basis for all cost estimates?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

- Adopt Resolution 19-4998 and direct the Chief Operating Officer to apply the guidance to transportation projects funded by or through Metro. Adoption of the resolution provides formal direction to the Chief Operating Officer and formalizes policy direction provided by the Metro Council at their January 24, January 31, and March 12, 2019 work sessions.
- Reject Resolution 19-4998. Would not formalize direction to the Chief Operating Officer or formally require that projects funded by Metro (e.g. transportation funding measure) meet guidelines. However, projects planned, designed or constructed with regional flexible funds would still need to be consistent with the Guide.

### **STAFF RECOMMENDATIONS**

The Chief Operating Officer recommends adoption of Resolution 19-4998.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

#### **How is this related to Metro's Strategic Plan (to be developed in 2019) or Core Mission?**

Since 1996, Metro has provided policies and tools to link transportation design and function to land use as a means to achieving the vision laid out in the 2040 Growth Concept and advancing Metro's core mission to preserve and enhance the quality of life and the environment for today and future generations. Metro developed a suite of handbooks - Creating Livable Streets, Green Streets, Trees for Green Streets, Wildlife Crossings and Green Trails - to support design to link land use and transportation.

#### **How does this advance Metro's racial equity goals?**

The Guide's design approach and performance-based process explicitly identifies racial equity as a desired outcome that must be considered in the planning, design and construction of transportation projects. Engaging stakeholders, especially historically underserved communities, is identified as an essential part of the performance-based design process.

#### **How does this advance Metro's climate action goals?**

The Guide's design approach and performance-based process explicitly identifies reducing greenhouse gas emissions as a desired outcome that must be considered in the planning, design and construction of transportation projects. The Guide recommends design elements that support travel by modes other than driving.

#### **Known Opposition/Support/Community Feedback**

There is no known opposition to adoption of this resolution.

### **Stakeholder groups and individuals who have been involved in policy development**

The Guide was developed in coordination with regional partners. For the 2018 update of the Regional Transportation Plan, design was identified as one of eight key policy focus areas. Therefore, much of the stakeholder engagement for the Guide was part of the larger Regional Transportation Plan engagement process.

A technical work group with city, county and agency engineering and planning staff, community members and transportation advocates met five times and provided input on the development of the Guide (refer to **Attachment 2: Technical Work Group**). Periodic updates, with opportunity to provide input, were provided to Metro's technical and policy advisory committees, the Transportation Policy Alternatives Committee (TPAC), the Metropolitan Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation. Additionally, staff provided updates to the county transportation coordinating committee technical advisory committees and other groups as requested. Opportunity to comment on regional street design policies were provided during the public comment period for the 2018 Regional Transportation Plan.

### **Legal Antecedents**

- Ordinance No. 95-625A (Amending the Regional Urban Growth Goals and Objectives, and Adopting Metro 2040 Growth Concept and Metro 2040 Growth Concept Map), adopted by the Metro Council on December 14, 1995.
- Resolution No. 96-2327 (For the Purpose of Approving Chapter 1 of the Regional Transportation Plan Update), adopted by the Metro Council on July 25, 1996.
- Resolution No. 96-2288 (For the Purpose of Initiating a New Functional Plan to Implement the 2040 Growth Concept), adopted by the Metro Council on February 29, 1996.
- Ordinance No. 97-715B (For the Purpose of Adopting the Regional Framework Plan) adopted by the Metro Council May 12, 1998.
- Resolution No. 00-869A (For the Purpose of Adopting the 2000 Regional Transportation Plan; Amending Ordinance No.96-47C and Ordinance No. 97-715B), adopted by the Metro Council on August 10, 2000.
- Resolution No. 02-3178 (For the Purpose of Adopting the FY 2002-2005 Metropolitan Transportation Improvement Program (MTIP) and Consolidating Actions of Resolution No. 01-3029a (2002 MTIP Project Selection Procedures) and Resolution No. 01-3098a (Allocation of FY 2004-2005 STP/CMAQ Funds)), adopted by the Metro Council on April 4, 2002. Included policy that projects funded with regional flexible funds must be consistent with regional street design guidelines.

- Resolution No. 09-4017 (For the Purpose of Allocating \$67.8 Million of Regional Flexible Funding for the Years 2012 and 2013, Pending Air Quality Conformity Determination), adopted by the Metro Council on March 19, 2009. Included funding for the update of regional street design policy and guidance.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010. Ordinance No. 14-1340 (For the Purpose of Amending the 2035 Regional Transportation Plan to Comply With Federal and State Law; and to Amend the Regional Framework Plan), adopted by the Metro Council on July 17, 2014
- Ordinance No. 14-1340 (For the Purpose of Amending the 2035 Regional Transportation Plan to Comply With Federal and State Law; and to Amend the Regional Framework Plan), adopted by the Metro Council on July 17, 2014.
- Resolution No. 14-4526 (For the Purpose of Adopting the 2014 Regional Active Transportation Plan), adopted by the Metro Council on July 17, 2014.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 15-4662 (For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2018 Regional Transportation Plan Update), adopted by the Metro Council on December 3, 2015

#### **Anticipated Effects**

- Staff will prepare an update to Title 1 - Transportation System Design of the Regional Transportation Functional Plan consistent with the Guide.
- As part of the 2023 update of the Regional Transportation Plan, staff will draft updated street design policies consistent with the Guide.
- Staff resources may be needed to review projects funded by Metro for consistency with the Guide.
- The Chief Operating Officer may authorize revisions of the Guide if needed, consistent with this resolution.

#### **Financial Implications (current year and ongoing)**

- Adoption of this resolution has no budget impact at this time.

## BACKGROUND

Metro first developed street design policies and guidelines in direct response to the adoption of the 2040 Future Vision Growth Concept in 1995 (refer to **Attachment 3: Timeline of Regional Street Design Guidance and Policy**). Starting with the 2002-2005 Metropolitan Transportation Improvement Program, projects funded with regional flexible funds have been required to be consistent with regional street design guidance.

Metro received a regional flexible fund grant to update the design guidelines in 2009. Staff began to develop a work scope in 2015 (refer to **Attachment 1: Project timeline**). The project was managed by Metro and the Oregon Department of Transportation.

The Guide was developed on the basis of current design guidance, case studies, best practices for urban areas, research and evaluation of existing designs, and professional review and input. All of the guidance in the Guide is allowable under national guidance including those developed by the National Association of City Transportation Officials (NACTO), the Institute of Transportation Engineers (ITE), the Oregon Department of Transportation (ODOT), the American Association of State Highway and Transportation Officials (AASHTO), and the Federal Highway Administration (FHWA). Other Metro guidelines provide complementary design resources to the Guide: Trees for Green Streets (2002), Green Trails (2002) and Wildlife Crossings (2009).

The Metro Council provided policy direction:

- At January 24 and 31, 2019 work sessions, directing that projects funded with any regional investment, regardless of facility ownership, require that the projects meet regional design guidelines and regional needs; that projects shall be designed using performance-based practical design principles; and that the design guidelines will serve as the basis for all cost estimates.
- At March 12, 2019 work session on the guidelines, affirming the approach of the guidelines and requesting that staff highlight the connection between slowing speeds and design; address designing for emerging technologies; include processes and designs that support moving people in a variety of safe ways; and include an approach to project planning and design that leads with desired outcomes.
- At work sessions on the update of the 2018 Regional Transportation Plan (design was identified as one of eight key policy focus areas for the update of the plan).

### 2015

Sept. 25	TPAC input on draft work plan
October 15	MTAC input on draft work plan
Oct- Dec.	Interviews with agency staff
December 3	Metro Council approves RTP work plan, formation of technical work groups
December 7	Mark Fenton healthy community design workshop and walking audit

### 2016

Jan-March	Technical work group established
March-Oct	Request for consultant proposals developed

October        Consultant selected

## 2017

March        Consultant work begins  
June 29      Technical work group meeting  
July 28      TPAC project overview  
August 2     MTAC project overview  
Sept. 28     Technical work group meeting  
Nov. 15      MTAC input on outline  
Nov. 17      TPAC input on outline  
Throughout   Updates to Metro Council, JPACT and MPAC through 2018 RTP update

## 2018

Throughout   Development of Guide content and update RTP street design policies  
March 6      Emerging technologies/street design workshop, Urbanism Next conference  
Throughout   Updates to Metro Council, JPACT and MPAC through 2018 RTP update

## 2019

January 28    Technical work group meeting  
Jan. 24, 31   Metro Council direction on regional investment measure, use of guidelines  
March 12     Metro Council provides policy direction at work session  
March 18     Technical work group meeting  
March 21     JPACT update  
April 17      TPAC/MTAC workshop on regional street design classifications  
April 22      Performance-based design leadership forum and technical workshop  
May 20       Final technical work group meeting  
Nov.-Dec.    Roll-out to Metro technical and policy committees

## **ATTACHMENTS**

- Resolution 19-4998
- Exhibit A to Resolution 19-4998: Designing Livable Streets and Trails Guide
- Attachment 1 to staff report: Project Timeline
- Attachment 2 to staff report: Technical Work Group
- Attachment 3 to staff report: Timeline of Regional Street Design Guidance and Policy