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## Meeting Notes 1996-01-11

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**METRO**

Meeting: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

Date: JANUARY 11, 1996

Day: THURSDAY

Time: 7:15 a.m.

Place: METRO, CONFERENCE ROOM 370A-B

- \*1. MEETING REPORT OF DECEMBER 14, 1995 - APPROVAL REQUESTED.
- #2. RESOLUTION - AMENDING THE TIP TO INCLUDE A CMAQ-FUNDED WILLAMETTE VALLEY RAIL SERVICE PROJECT - APPROVAL REQUESTED - Andy Cotugno, Metro.
- \*#3. RESOLUTION NO. 96-2260 - RECOMMENDING TO THE EQC THE TRANSPORTATION CONTROL MEASURES AND EMISSIONS BUDGET TO BE INCLUDED IN THE PORTLAND REGION'S OZONE AND CARBON MONOXIDE MAINTENANCE PLANS - APPROVAL REQUESTED - John Kowalczyk, DEQ.
- \*4. COMMUNITY BRIDGE AND ROAD PROGRAM - STATUS REPORT - Commissioner Lindquist, Clackamas County.
- \*5. ISTEIA REAUTHORIZATION - INFORMATIONAL - Andy Cotugno, Metro.

          
\*Material enclosed.

#To be FAXed by DEQ.

## MEETING REPORT

DATE OF MEETING: December 14, 1995

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Susan McLain and Patricia McCaig (alt.), Metro Council; Ed Lindquist, Clackamas County; Earl Blumenauer, City of Portland; Royce Pollard, City of Vancouver; Craig Lomnicki, Cities of Clackamas County; Rob Drake, Cities of Washington County; Claudiette LaVert, Cities of Multnomah County; Mary Legry (alt.), WSDOT; Greg Green (alt.), DEQ; Tom Walsh, Tri-Met; Bruce Warner, ODOT; Tanya Collier, Multnomah County; and Dave Sturdevant, Clark County

Guests: Pat Collmeyer, Neil Goldschmidt's Office; Steve Dotterer and Meeky Blizzard, City of Portland; Rod Sandoz, Clackamas County; John Kowalczyk, DEQ; Bob Post (JPACT alt.), Dave Yaden, Laurie Garrett and G.B. Arrington, Tri-Met; Merrie Waylett, Congressman Wyden's Office; Bob Clour, FHWA (Salem), Lisa Hanf, FHWA (Region 10, Portland); Pat Levine, FTA (Region 10, Seattle); Fred Patron, FHWA (Oregon Division, Salem); Kathy Lehtola, Washington County; Matthew Garrett, Senator Hatfield's Office; and Dean Lookingbill (JPACT alt.), Southwest Washington RTC

Staff: Mike Burton, Executive Officer; Andrew Cotugno, Richard Brandman, Leon Skiles, Gina Whitehill-Baziuk, Larry Shaw, Carol Kelsey, and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe.

### MEETING REPORT

Greg Green moved, seconded by Tom Walsh, to approve the November 9, 1995 JPACT meeting report as written. The motion PASSED unanimously.

RESOLUTION NO. 95-2243 - STUDYING THE SOUTH/NORTH DOWNTOWN  
PORTLAND ALIGNMENT OPTIONS AND AN AMENDED NORTH TERMINUS OPTION  
IN THE DEIS, CONCURRING WITH THE SOUTH/NORTH STEERING GROUP'S  
SELECTION OF DESIGN OPTIONS, AND ADOPTING THE MAJOR INVESTMENT  
STUDY FINAL REPORT

Richard Brandman explained that adoption of Resolution No. 95-2243 would culminate a two-year study process for the South/North Draft Environmental Impact Statement (DEIS). This follows significant technical assistance and hundreds of hours of public comment and testimony. Richard spoke of the public involvement process and assured the Committee that adequate time had been given to seek public comment and educate the public on our position.

The recommendation was unanimously supported by the South/North PMG and the Steering Group and has been approved by the Tri-Met Board, the Portland City Council and Multnomah County Board.

Richard provided an overview of the South/North study process; described the proposed alignment beginning near the Clackamas Town Center area in Oregon and ending in the vicinity of the Veterans Administration Hospital/Clark College in Clark County; and reviewed the public involvement process, recommendations, tradeoffs and benefits of the proposed alignment options, findings, and issues surrounding the study. He reported that Transportation Futures are being considered in Clark County at this time.

Richard noted that the major focus of discussion was in three areas: the Minimum Operable Segments (MOS's) for each light rail alternative; the North Portland crossovers; and the alignment in downtown Portland.

The Minimum Operable Segments (MOS's) recommended are: The Milwaukie Market Place park-and-ride to Veterans Hospital/Clark College in Vancouver, Washington; the Clackamas Town Center (CTC) area to the Rose Quarter area; the CTC area to the Kaiser Clinic area; and the CTC area to the Expo Center. Richard emphasized the need to assure the Federal Government that these are viable projects.

The biggest concentration of analysis and the biggest controversy came about from the downtown alignment. The members of the Steering Group, PMG and the CAC all recommended a surface alignment for downtown Portland within the 5th/6th Avenue transit mall between Union Station in the north and I-405 in the south.

Richard explained that a Downtown Oversight Committee, chaired by Chuck Armstrong of Bank of America, was formed to assist in development of LRT alignment options for the downtown area, identify the most promising surface routes, determine whether the alternatives met the established criteria, and present its recommendation to the South/North Steering Group. The committee was comprised of property owners and residents of the downtown area.

A letter from Chuck Armstrong, Chair of the Downtown Oversight Committee (addressed to the Portland City Council) was distributed and summarized the findings and recommendations of that committee. The Oversight Committee concluded that the proposed 5th/6th Avenue alignment would experience the least amount of disruption of all the alignments and options considered in terms of duration of construction and related impacts. The committee was unanimous that a subway not be recommended because of urban form and cost. Richard noted that this recommendation was also supported by the Association for Portland Progress.

Approval of this resolution would allow technical assistance for the Environmental Impact Statement (EIS) to use the 2015 population growth allocation for the South/North travel demand forecasts based on the 2040 concept that provides for a 4,000-5,000 acre Urban Growth Boundary (UGB) expansion. Richard cited the need to move forward with the EIS. He indicated that the analysis we are proceeding with is a conservative one and was unanimously recommended by the South/North PMG. If population changes need to be made later on, it could be addressed in the Final Environmental Impact Statement (FEIS).

Action Taken: Commissioner Blumenauer moved, seconded by Bruce Warner, to recommend approval of Resolution No. 95-2243, for the purpose of studying the South/North downtown Portland alignment options and an amended North terminus option in the DEIS, concurring with the South/North Steering Group's selection of design options, and adopting the *Major Investment Study Final Report*. The motion PASSED unanimously.

RESOLUTION NO. 95-2251 - RECOMMENDING CREATION OF THE SOUTH/NORTH LIGHT RAIL PUBLIC-PRIVATE TASK FORCE

Dave Yaden reported that, at the last special session of the Legislature, provision was made in the South/North legislation that obligated Tri-Met to provide and identify up to \$75 million of new financing sources toward the new funding authorities. This was intended as a means of reducing the state's \$475 million share of funding South/North light rail.

A task force of 7-9 citizens, supported by Tri-Met's General Manager and Metro's Executive Officer in an ex-officio capacity, will be created to develop recommendations for innovative South/North LRT funding mechanisms. Their recommendations will be submitted to Tri-Met for review by July 15, 1996, forwarded to the JPACT Finance Committee, with eventual review by JPACT. The final recommendation will be presented by Tri-Met and the Task force at the 1997 legislative session after which time the Legislature will decide whether to grant any new funding authorities. The funds could flow back to individual jurisdictions or Tri-Met. Dave noted that there is also a moral obligation to return the funds to the local taxpayers if the authorities are granted.

Dave spoke of the opportunities for innovative finance, citing funding considerations such as tolling, capturing of added property values, joint development of station areas, sale of air quality rights, super turn-key construction, tax-advantaged leasing, tax-advantaged debt financing, joint use of right-of-way and/or facilities, tax credits and exemptions.

Tri-Met's objectives include:

- 1) That new methods of finance be considered to reduce the state share and to allow for shortfalls in public funds and cash flow problems encountered with the South/North LRT project;
- 2) That the Task Force should contemplate how to capture some of the value that gets created along the South/North LRT line;
- 3) That innovative means of financing be identified for extending the line into Clark County; and
- 4) That private sector investment be promoted along rail lines.

The Task Force charge is to look at the full range of measures and determine which are the most feasible in terms of implications and implementation. Dave Yaden spoke of the need for the Task Force to be coordinated with other initiatives underway, citing a study at ODOT, the Congestion Pricing study at Metro, and the Governor's Regional Commission to contemplate other methods of transportation finance. In this connection, an interagency work group will be formed to address those issues.

In clarification of objective No. 3 above, Dave Yaden explained that the intent is to make sure a bi-state project is built.

Action Taken: Bruce Warner moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 95-2251, recommending creation of the South/North Light Rail Public-Private Task Force. The motion PASSED unanimously.

FHWA/FTA CERTIFICATION REVIEW

Bob Clour, FHWA Oregon Division Administrator, spoke of Metro's FHWA/FTA certification review in terms of the 1991 ISTEA and federal Metropolitan Planning Rule requirements. A three-day certification review was held of the Portland-Vancouver Transportation Management Area (TMA). It included review of the two MPOs' transportation planning process (Metro, representing the Oregon portion of the TMA; the Southwest Washington Regional Transportation Council, representing the Washington portion of the TMA).

Mr. Clour indicated that the emphasis is placed on multi-modal aspects of ISTEA. Transportation planning is reviewed and evaluated in all management areas every three years and this review represents closure for the Clark County/Metro area. The review consisted of existing documents such as the 1992 FTA independent planning review, the Regional Transportation Plans, the Transportation Improvement Programs, the Air Quality Conformity findings and the Unified Work Programs. The second phase included interviews with elected officials and invited citizens.

Pat Levine, FTA's Acting Regional Administrator, explained that the review focused on recommendations and corrective actions. Her comments indicated that Metro has a first-rate planning process and is recognized as a leader in the area of transportation planning based on integrated land use/transportation planning through the 2040 process. She noted outstanding leadership in the travel demand process, impressive and outstanding efforts relating to public involvement and its documentation, a good job in development of a financially constrained Regional Transportation Plan (RTP), and improvement between Southwest Washington RTC and Metro in bi-state coordination.

Pat pointed out that the analysis was done last June and that many of the recommended "corrective actions" have already been addressed. She reviewed the critiques and responses as laid out in a December 4, 1995 memo from Andy Cotugno to Mike Burton. Pat clarified that the recommendations are intended to improve the planning process but are not required for certification.

Some of the findings included the need for old intergovernmental, conformity, and bi-state agreements to be updated to reflect ISTEA requirements. Pat cited the need for the MIS guidelines to be adopted.

JPACT

December 14, 1995

Page 6

Pat noted the lack of a conforming TIP and a problem relating to communication and coordination between Metro and ODOT and their STIP/MTIP. She also pointed out the need for further clarification in the processing of TIP amendments. The TIP should summarize public comments during the public involvement process. She also noted the need to seek out lower-income and transit-dependent people in the public involvement process.

ISTEA requires 15 factors for consideration in the planning process. Pat noted that the TDP needs to be "beefed up" in terms of addressing how the 15 factors are considered.

Andy Cotugno stated that JPACT had adopted the interim federal transportation planning measures in June 1995 to meet these requirements. Major refinements are still underway. Andy noted that the allocation of the \$27 million of the Region 2040 Reserve fund was also made. He reported that the CMAQ, Transportation Enhancement and the ODOT "cut" process reflecting TIP actions were submitted in October and the air quality conformity analysis requires that those plans meet air quality standards for horizon years. He noted that we have received approval in meeting that conformity effort.

A discussion followed on Metro's role in various ODOT transportation-related activities and the need for that documentation in Intergovernmental Agreements.

Chair Monroe thanked the FTA/FHWA representatives for their presentation.

#### STATUS REPORT ON OZONE AND CO MAINTENANCE PLANS

John Kowalczyk provided an overview of the Carbon Monoxide and Ozone Maintenance Plans, citing the importance of developing new air quality plans for the region. He spoke of the legal ties between transportation planning and air quality conformity created through ISTEA and the need for close coordination between Metro and DEQ.

Metro's responsibilities are to define the transportation emissions budget; identify Transportation Control Measures (TCMs) for inclusion in the maintenance plans; and conduct the conformity analysis.

John reviewed the impacts of air quality plans on Metro. Commissioner Blumenauer raised issues about communities elsewhere receiving federal funds when they aren't doing near as much as the Portland metro area to raise their air quality standards. He noted that comparisons are being made about other areas where cities are not practicing these measures.



John responded that sanctions can be placed on communities that are in non-attainment with air quality standards. The Portland metropolitan area is relying a lot on transportation to meet air quality needs and congestion. He also noted that it's a cost-effective measure. Andy Cotugno emphasized that there are deadlines for air quality attainment.

John reported that industrial growth requirements are in place everywhere. In that regard, those requirements will be lifted when the region is designated an attainment area, resulting in the area being more attractive to industry.

Commissioner Blumenauer cited the need and usefulness to craft a one-page response paper to help communicate the most commonly asked questions on the benefits and reality of air quality standards. That would lend more flexibility in designing the transportation system in either a build or no-build situation.

John reviewed the CO/Ozone history of the Portland area. He explained that maintenance plans must demonstrate how we keep the air clean over a 10-year period. DEQ hopes to replace existing industry offset requirements with an emissions growth allowance. If, however, the plans fail to maintain air quality standards, a contingency plan must be put in place. Contingency measures include use of reformulated gas or congestion pricing measures.

Over three years were spent in developing the CO/Ozone Maintenance Plans in a process that involved many advisory committee meetings and consultation with Metro. Metro, through JPACT and the Metro Council, needs to decide whether the transportation emissions budget is adequate, what TCMS should be in the plan, and approve the final recommendations to the Environmental Quality Commission (EQC). The four strategies for consideration in the Maintenance Plans involve motor vehicles, non-road engines, area sources, and industry. DEQ will also be assuming some credit for the 2040 Growth Concept. New outboard motors, lawnmowers, and paint and solvent mixtures will also be cleaner. In addition, they are continuing to work with the industrial sector on stationary sources and a growth allowance for industry will be established.

In discussion on oxygenated fuels, John felt that the cost of such fuels to the consumer should drop although it's debatable about whether there actually is a cost savings. Oxygenated fuels result in less miles per gallon. Chair Monroe questioned dropping the oxygenated fuel requirement. A decision on that issue needs to be reached by the EQC. The carbon monoxide levels will be kept status quo.

John Kowalczyk spoke of a public education program to be put in place to inform and educate the public and businesses about the benefits of maintaining clean air.

He reviewed the strategy issues revolving around parking controls, the four light rail lines, transit service expansion of 1.5 percent, a future carpool permit parking program, Tri-Met's carpool marketing program, and formation of a TMA in the Lloyd district. John emphasized that DEQ is seeking the ability to substitute TCMS with an equivalent measure.

Andy Cotugno indicated that the conformity analysis requires two components. When this is adopted, those will change. Vehicle emissions are based on vehicle miles of travel that produce a budget on total vehicle emissions. He cited the need to demonstrate that we are implementing the TCMS on schedule in order to stay in attainment. The maintenance plan will add a significant element of what constitutes conformity and will establish methods to demonstrate that we are making progress in implementing TCMS. ODOT is taking this very seriously in terms of giving maximum priority funding to TCMS identified in this maintenance plan.

The issue of public involvement was discussed and John Kowalczyk reported that there have been many advisory committees. He noted that, when the Commission considers adoption of the plan, it will undergo another public comment process.

#### STATUS OF TRANSPORTATION FINANCE

Andy Cotugno reported that the last Community Bridge and Road Program public hearing was being held at Gresham City Hall at 5:00 p.m. Participation has included a high of 48 participants in Beaverton to a low of seven in Lake Oswego. Informational material has been distributed at the meetings.

Andy reported that, while fuel efficiency has increased, the amount being paid for the gas tax has decreased. Costs are increasing due to inflation. Back in 1970, a penny a mile was produced through the gas tax; our current tax produces half that amount. Andy spoke of it being counter-balanced by growth and traffic. When the RTP was adopted in June, it contained a fiscally constrained component. Revenue increases were assumed based on past history of 1 cent at the state level and a 2-cent gas tax every fourth year. Andy cited the seriousness of the situation. He indicated that maintenance by the year 2015 will experience a 37 percent funding gap. The state will experience a 20 percent funding gap to preserve their system, and needs for capital improvements are significant.

JPACT

December 14, 1995

Page 9

Testimony and written responses have been received, a hotline was put in place, and all responses will be compiled for consideration by the JPACT Finance Committee at its December 21 meeting. At the hearing Bruce Warner attended, he felt many responsible comments and suggestions were made. Andy reported that most of the comments received in written form were of a negative nature while those given orally were of a more positive nature. There is a significant negative out there.

Commissioner Blumenauer commented that, in some cases, there is an undercurrent that the hearings are being used as a vehicle for transportation finance. Until the Highway Trust Fund is broken, the effort will be opposed by the OCE Board. Some positive interest has been experienced but with people who have their own agendas in terms of changing the structure, breaking the Trust Fund, or have their own set of priorities. Some committee members felt the cumulative effect of the "no" vote could be profound.

A discussion followed on the issue of creating more growth when you build more roads and bridges. You then need to demonstrate that that's not necessarily the case.

Councilor McLain cited the importance of the education factor. She felt that the meetings held in Beaverton and Hillsboro represented a test to see if our material was good for education. Some corridor groups have a definite agenda. She concurred that people equate roads with growth.

Bruce Warner commented that the Governor is concerned about continued livability, quality of life, economic prosperity, and the local finance efforts. He hopes to develop a transportation finance strategy in the 1997 Legislature. Bruce reported that the OTC met to draft a strategy that was sent to the Governor for his consideration. He indicated it was an aggressive plan. The state hopes to build consensus and broad agreement on a resource and funding strategy. It is meant to build a stronger partnership with other jurisdictions and would be achieved on a statewide and regional basis. The Governor has not endorsed the plan as yet. Bruce felt the details would be addressed in the Governor's "State of the Union" address. An agreement is sought that would define how the statewide issues relate to local funding initiatives so that they won't be at cross purposes with one another. He felt that a September or November referral to a ballot measure are still options.

Mayor Drake spoke of a lot of lead time needed for an effective bond measure. He pointed out that the regional road measure was deferred in order to make the South/North light rail project a priority and that we are behind in our efforts. He didn't feel

that the citizens would be willing to sit by and be content. Bruce Warner felt we would have an opportunity to discuss this further at the January 11 JPACT meeting.

Mike Burton spoke of a meeting with the gas dealers lobbying candidates about prohibition of a gas tax. They would be willing to support a statewide increase in the gas tax. Mike questioned whether there is a commitment on the part of the Legislature to get some funds back to the region if our gas tax measure is not pursued. He pointed out that there are other folks seeking similar ends at this time and the state is aware of some of those issues. They are talking about a transportation package, not a gas tax measure. Bruce Warner clarified that the state is looking at short-term and long-term strategies. Commissioner Collier noted that, in working with county commissioners, it's apparent there's no sympathy for our regional problems.

Chair Monroe commented that this would remain an ongoing discussion. He reported that the public hearings being held is a positive step forward and felt good about the process.

Councilor McCaig stated that the Metro Council Finance Committee had discussed this issue, with spring being set aside as the election date (although it has since been moved to September). She felt it unwise to move it again to the November ballot. Two of the hearings had testimony given that was neutral and the bridge/road funding effort is still not generating any momentum. Councilor McCaig noted that this will be coming before the Council in January and is an effort that is losing ground. She cited the need for the elected leadership to discuss and focus on the necessity of this measure.

Andy Cotugno stated that the Governor's effort will not be concluded until June 30. Timewise, he felt it would be too late to have a November ballot measure if the regional effort was postponed to see how the regional/state efforts relate. Mike Burton indicated he was disturbed about waiting for state leadership to step up its process and felt that November is not an option for a ballot. He concurred with other committee members that the measure should be referred for a vote in either May or September if it's targeted for 1996.

PROPOSED MPAC PARKING RATIO POLICY - REGION 2040 EARLY  
IMPLEMENTATION ACTION

Andy Cotugno indicated that MPAC and JPACT are not in agreement on one of the interim regional parking ratio measures. At issue is whether parking maximums should be pursued as an early implementation measure or over a longer timeframe, consistent with development of the Region 2040 Framework Plan. It is also

JPACT

December 14, 1995

Page 11

proposed that the required level of off-street parking on new developments be lowered; that jurisdictions and employers adopting DEQ's minimums as their maximums be exempted from the ECO Program requirements; and that there be regional efforts to encourage incentives for additional parking reductions in line with pedestrian and transit areas, public parking, and parking management practices.

MPAC has invited JPACT to form a conference committee to draft a joint solution on the issue of parking maximums. Representing MPAC are Commissioner Kafoury, Mayor Drake, and Mayor McRobert. John Fregonese emphasized the need for a JPACT subcommittee to meet with the MPAC subcommittee. Councilor McLain, however, felt it was too important an issue and that it should receive full JPACT consideration. She suggested that the matter be deferred to the January 11 JPACT meeting. Chair Monroe indicated he would meet with Andy Cotugno to appoint a JPACT subcommittee that would work out a solution with the MPAC representatives.

John Fregonese cited the need to adopt the regional parking minimums to help minimize parking demand. The interim measures also allow for no parking minimums in industrial areas or employment areas that back retail. In addition, it is proposed that there be 150 percent maximum parking ratios in areas that do not have good transit service or pedestrian environments, with 125 percent parking ratios elsewhere. Administrative adjustments would be allowed if the ratios proved to be excessive or were abused.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 96-2263 FOR THE PURPOSE OF AMENDING THE MTIP TO PROGRAM CMAQ FUNDS FOR OPERATION OF WILLAMETTE VALLEY HIGH-SPEED RAIL

Date: January 9, 1996

Presented by: Andrew Cotugno

#### PROPOSED ACTION

Approval of this action would amend the Metro Transportation Improvement Program (MTIP) to increase the region's six-year estimate of Congestion Mitigation/Air Quality (CMAQ) program revenue by \$1.3 million. The additional funds would be provided to the region by consolidation of CMAQ funds originally allocated by the Oregon Transportation Commission to downstate urban areas eligible to expend CMAQ funds. This action would also amend the MTIP to program the \$1.3 million of CMAQ funds to support continued operation of intercity heavy-rail commuter service between Eugene, Salem and Portland. This rail service constitutes one leg of the Eugene to Vancouver, British Columbia High-Speed Rail Corridor. Together with other private and public revenues, the CMAQ funds would maintain operation of the rail service through June 30, 1997.

#### BACKGROUND

Amtrak presently operates two daily commuter trains between Eugene and Portland. Efforts to secure the \$3.1 million of federal, state and/or private funds needed to continue operations through June 30, 1997 have been unsuccessful. Unless these operating revenues are secured, the rail service will cease. This will also curtail the southerly leg of the Eugene to Vancouver, B.C High-Speed Rail Corridor previously endorsed by Metro in Resolution No. 94-1953.

Amtrak has agreed to provide \$728,500. The Oregon Department of Justice has agreed to provide \$1 million from the Petroleum Antitrust Settlement Grant program. ODOT has identified \$1.3 million of CMAQ funds not currently allocated to projects that can be made available to support the service. USDOT Secretary Pena has concurred that the CMAQ funds can be used for this purpose as an "experimental pilot" as allowed under the CMAQ program guidelines issued July 13, 1995. For this to occur, the project must first be programmed in the MTIP.

The project is consistent with Metro's 1995 Conformity Determination: existing emissions from the train service are reflected in the Oregon Department of Environmental Quality inventory of areawide, non-point sources. Allocation of CMAQ funds to support train operations does not alter the amount of emissions determined by Metro in the Determination to result from mobile (i.e., vehicular, non-rail) sources nor does it alter the amount of

areawide, non-point emissions calculated by DEQ to occur within the Portland AQMA. No net change of emissions would result from allocation of CMAQ funds to operate the train service. Therefore, this action would be regionally insignificant with respect to conformity of the MTIP with the State (air quality) Implementation Plan (SIP).

The project also represents an appropriate allocation of CMAQ funds in that continuation of the train service will confer ongoing air quality benefits in Eugene, Salem and Portland, Oregon's three largest AQMAs. By diverting commuter traffic from auto modes to train travel, the intercity service generates reductions of Carbon Monoxide within these cities. Eugene and Salem are in maintenance status and Portland is in nonattainment status with respect to this pollutant. Additionally, emissions of Volatile Organic Compounds (VOC) will remain lower in Portland with the train service than will occur if the service is discontinued. VOC is one of two reported precursor compounds of Ozone for which the Portland AQMA is in nonattainment status.

Oxides of Nitrogen (NOx) is the second reported precursor of Ozone formation. ODOT estimates that the target train service contributes approximately 13 kilograms per day of NOx to the Portland regional airshed. This compares to 53,237 kilograms per day of mobile-source emissions calculated in Metro's Conformity Determination (i.e., twenty-four thousands of one percent of daily NOx mobile source emissions). This is a *de minimus* non-point source impact and is therefore consistent with state and federal air quality requirements.

FOR THE PURPOSE OF AMENDING ) RESOLUTION NO. 96-2263  
THE MTIP TO PROGRAM CMAQ )  
FUNDS FOR OPERATION OF ) Introduced by  
WILLAMETTE VALLEY HIGH-SPEED ) Councilor Rod Monroe, Chair  
RAIL ) JPACT

WHEREAS, Amtrak operates intercity rail service between Eugene, Salem and Portland; and

WHEREAS, This intercity rail service constitutes a critical leg of the Eugene to Vancouver, B.C. Pacific Northwest High-Speed Rail Corridor (the "Cascadia" service); and

WHEREAS, Metro has previously endorsed high-speed rail service within the corridor (Metro Resolution No. 94-1953); and

WHEREAS, The Cascadia service will be discontinued unless additional operating funding is identified; and

WHEREAS, ODOT has identified \$1.3 million of uncommitted Congestion Mitigation/Air Quality (CMAQ) funds allocated to Oregon; and

WHEREAS, ODOT has stated its willingness to increase the Portland area's allocation of CMAQ funds by \$1.3 million contingent on Metro programming the funds in the Metro Transportation Improvement Program (MTIP) to partially fund operation of the Cascadia service through June 30, 1997; and

WHEREAS, The U.S. Secretary of Transportation has stated that the CMAQ funds are eligible for this purpose so long as the funds are identified in both the MTIP and state Transportation Improvement Program (STIP); and

WHEREAS, Amtrak would contribute \$728,500 and the Oregon Department of Justice would contribute \$1 million of Petroleum



Antitrust Settlement Grant funds as match to the CMAQ funds; and

WHEREAS, Use of federal funding to continue current operations would not change emission of air pollutants within any nonattainment or maintenance area (see Exhibit A); and

WHEREAS, It is estimated that discontinuance of the Cascadia service would increase reliance on motor vehicles to satisfy intercity trip demand; and

WHEREAS, Such increase of auto travel would increase emission of Volatile Organic Compounds (VOC) and Carbon Monoxide (CO) inside the Portland Air Quality Maintenance Area (AQMA) which is currently in nonattainment status for these pollutants; and

WHEREAS, It is estimated that continuance of the Cascadia service represents ongoing contribution of only 13 kilograms per day of Oxides of Nitrogen (NOx) emissions in the Portland AQMA from areawide sources; and

WHEREAS, The 1995 Portland-area Conformity Determination Quantitative analysis indicates that this amounts to twenty-four thousands of one percent of the regionwide daily emission of 53,327 kilograms of NOx from mobile sources in 1995; and

WHEREAS, This amounts to an insignificant contribution of NOx emissions in the Portland area; now, therefore,

BE IT RESOLVED:

1. That the FY 1996 MTIP is amended to increase the Portland area amount of CMAQ program funding by \$1.3 million.

2. That the Portland area CMAQ program is amended to program \$1.3 million (federal share) to support operation of the

Cascadia intercity rail service through June 30, 1997 provided that all matching fund requirements are met by Amtrak and/or the Oregon Department of Justice.

3. That in the event CMAQ appropriations fall below projected levels, other elements of the regional program shall not be reduced solely to maintain full funding for Cascadia service.

4. That this MTIP amendment is found to be in conformity with ISTEA air quality requirements.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_,  
1996.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

January 4, 1996

Mr. Andrew Cotugno  
Planning Director  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

**Subject:** Request by Oregon Department of Transportation (ODOT) to amend METRO TIP to include Amtrak's *Cascadia* Train and Bus Services.

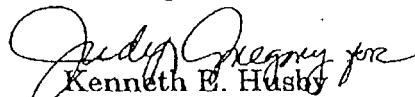
This project will provide funds for continuing intercity rail transportation services between Portland and Eugene which are coordinated with the development of Pacific Northwest High Speed Rail Corridor between Vancouver, B.C and Eugene Oregon.

ODOT has worked closely with US Department of Transportation (DOT), Amtrak, Oregon's congressional delegation, the Governor and local officials to obtain funding to keep the Oregon service operational until June 30, 1997. On December 21, 1995, USDOT Secretary Pena notified the State that national discretionary funds were not available to continue the Oregon service.

We were informed, however, that the Secretary would allow the State to use up to 25% of its annual allocation of Congestion Mitigation and Air Quality Improvement Program (CMAQ) funds for "experimental pilots". The Secretary concurred that this project could be funded as an "experimental pilot" as allowed under the CMAQ program guidelines issued on July 13, 1995. Under this provision, promising air quality projects that would not normally be eligible can be funded. To use CMAQ funds for this project requires inclusion in the Portland area's Transportation Improvement Program (TIP).

The total cost for the project is \$3,028,500. Amtrak will cover \$728,500 of the project cost. The remainder of the necessary funding will be provided by a \$1 million MDL-150 Petroleum Antitrust Settlement Grant from the Oregon Department of Justice and \$1.3 million of uncommitted Oregon CMAQ funds. Portland's current allocation of CMAQ funds will be increased by \$1.3 million to provide the funding necessary for this project.

A copy of the emissions component of the project proposal submitted for federal funding is enclosed.

  
Kenneth E. Husby  
Interim Director  
Enclosure



140 Transportation Bldg.  
Salem, OR 97310  
(503) 986-3200

DATE: November 3, 1995

TO: Robert Krebs, Service Operation Manager  
High Speed Rail Program

FROM: *Misty Fox*  
Misty Fox, Air Quality Specialist  
Environmental Services

SUBJECT: Pacific Northwest Corridor Train Service  
Updated Emission Estimates

Attached are the updated emission estimates for the Pacific Northwest Corridor Train Service. In the original report the emissions for both the north-south Portland to Eugene train routes and the east-west train route were included in the train emission estimates. Since the only change in the train scheduling could be the elimination of one of the north-south routes, only the emission caused by this scheduling change should have been included.

The train service runs through three nonattainment areas. They are Portland, Salem, and Eugene. Each of these urban areas is in nonattainment or maintenance for carbon monoxide (CO). However, Portland is the only area that is in nonattainment for ozone. Nitrogen oxides (NO<sub>x</sub>) and volatile organic compounds (VOC) are the reported precursors for ozone.

Under the updated assumptions, The Pacific Northwest Corridor Train Service results in emission reduction for CO and VOC, and emission increase for NO<sub>x</sub>. The net CO change for Portland, Salem, and Eugene urban area is a decrease of 43,570 kg/year. Portland has a decrease in VOCs of 3,090 kg/year and a increase in NO<sub>x</sub> of 4,860 kg/year.

If you have any questions, I can be reached at 986-3487.

Attachments

wjm

cc: Steve Lindland, w/attachments

**Table 1**  
**Carbon Monoxide (CO) Emission Factors in grams/mile**

		Speeds		
		50 mph	55 mph	65 mph
<b>Autos</b>	Portland .....	19.88	19.88	44.39
	Salem .....	16.16	16.16	38.68
	Eugene .....	14.86	14.86	36.72
<b>Buses</b>	Portland .....	1.36	1.41	1.76
	Salem .....	0.84	0.87	1.10
	Eugene .....	0.84	0.87	1.09
<b>Train</b>		21.88	19.89	16.83

**Table 2**  
**Volatile Organic Compound (VOC) Emission Factors in grams/mile**

		Speeds		
		50 mph	55 mph	65 mph
<b>Autos</b>	Portland .....	2.03	2.00	2.34
	Buses	Portland .....	0.45	0.44
<b>Train</b>		5.40	4.91	4.15

**Table 3**  
**Nitrogen Oxide (NO<sub>x</sub>) Emission Factors in gram/mile**

		Speeds		
		50 mph	55 mph	65 mph
<b>Autos</b>	Portland .....	2.27	2.59	3.39
	<b>Buses</b>	Portland .....	1.74	1.95
<b>Train</b>		493.48	448.62	379.60

**Table 4**  
**Carbon Monoxide (CO) Emissions**  
**for Carbon Monoxide (CO) Nonattainment Areas**

Source	Portland Emissions (kg/year)	Salem Emissions (kg/year)	Eugene Emissions (kg/year)	Total Emissions (kg/year)
<b>Auto</b>	<b>31,800</b>	<b>10,980</b>	<b>1,640</b>	<b>44,420</b>
Train	390	260	80	730
Bus	80	30	10	120
<b>Train + Bus</b>	<b>470</b>	<b>290</b>	<b>90</b>	<b>850</b>
<i>Savings = Auto - (Train+Bus)</i>	<i>31,330</i>	<i>10,690</i>	<i>1,550</i>	<i>43,570</i>

**Table 5**  
**Volatile Organic Compound (VOC) Emissions**  
**for the Portland Ozone Nonattainment Area**

Source	Emissions (kg/year)
<b>Auto</b>	<b>3,220</b>
Train	100
Bus	30
<b>Train + Bus</b>	<b>130</b>
<i>Savings = Auto - (Train+Bus)</i>	<i>3,090</i>

**Table 6**  
**Nitrogen Oxide (NO<sub>x</sub>) Emissions**  
**for the Portland Ozone (O<sub>3</sub>) Nonattainment Area**

Source	Emissions (kg/year)
<b>Auto</b>	<b>3,930</b>
Train	8,680
Bus	110
<b>Train + Bus</b>	<b>8,790</b>
<i>Gain = Auto - (Train+Bus)</i>	<i>-4,860</i>

ATTACHMENT #3

Please, fill out and submit the following Progress Report as directed in Attachment #2 (Special Provisions). Submit a separate report for each Congestion Mitigation/Air Quality (CMAQ) funded project.

Note: If your project is a park and ride, complete the entire report. Otherwise, complete items 1,2 and any other applicable items.

Project Name: PACIFIC NORTHWEST CORRIDOR TRAIN SERVICE  
(as submitted on original prospectus)

PROGRESS REPORT

- Annual VMT (Vehicle Miles Traveled) Reduction 3,987,400 (VMT)
- Actual Daily Emissions Reduction in Kilograms/Day (Kg/day).  
VOC 8 Kg/day  
No<sub>x</sub> -13 Kg/day (increase in daily emissions)  
CO 119 Kg/day
- Average daily SOV (Single Occupancy Vehicles) eliminated from peak traffic. Show split between Park and Ride vs. Park and Pooler.  
Park and Ride \_\_\_\_\_ Park and Pool \_\_\_\_\_
- Average daily occupancy rate of Park and Ride vs. number of spaces in lot.  
Spaces Occupied \_\_\_\_\_ Spaces in Lot \_\_\_\_\_
- Percentage of spaces - Park and Ride vs. Park and Poolers.  
Park and Ride \_\_\_\_\_ Park and Pool \_\_\_\_\_

Submitting Organization \_\_\_\_\_  
Prepared By \_\_\_\_\_ Title \_\_\_\_\_  
Phone \_\_\_\_\_ Fax \_\_\_\_\_ Date \_\_\_\_\_





State of Oregon  
Department of Environmental Quality

Memorandum

Date: January 8, 1996

To: JPACT

From: John Kowalczyk and Andy Cotugno

Subject: RESOLUTION No. 96-2260, FOR THE PURPOSE OF RECOMMENDING TO THE ENVIRONMENTAL QUALITY COMMISSION THE TRANSPORTATION CONTROL MEASURES AND EMISSIONS BUDGETS TO BE INCLUDED IN THE PORTLAND REGION'S OZONE AND CARBON MONOXIDE (CO) MAINTENANCE PLANS

Attached is a revised draft of RESOLUTION NO. 96-2260 based on actions taken by TPAC at their January 5, 1996 meeting.

TPAC reached concensus on recommendations for most issues. There are a few issues yet to be addressed because specific information/language on these issues is not yet available. These are identified by an asterisk (\*) in the draft resolution. As a result TPAC decided to make their recommendations preliminary and schedule final recommendations at their next meeting. This approach will still allow DEQ to remain on its schedule for adoption of the maintenance plans. *TPAC recommends that JPACT also make preliminary recommendations at its January 11 meeting and make final recommendations at its February 8 meeting.*

DRAFT  
January 8, 1996

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RECOMMENDING ) RESOLUTION NO. 96-2260  
TO THE ENVIRONMENTAL QUALITY )  
COMMISSION THE TRANSPORTATION )  
CONTROL MEASURES AND EMISSIONS )  
BUDGETS TO BE INCLUDED IN THE )  
PORTLAND REGION'S OZONE AND )  
CARBON MONOXIDE (CO) )  
MAINTENANCE PLANS )

WHEREAS, The Clean Air Act Amendments (CAAA) of 1990 confirmed the Portland Metropolitan area's nonattainment status by designating the region as moderate nonattainment for Carbon Monoxide (CO) and marginal nonattainment for Ozone; and

WHEREAS, The CAAA of 1990 required the Portland metropolitan area to attain the Ozone standard by 1993 and the CO standard by 1995; and

WHEREAS, The Portland region has met the federal standards for Ozone and CO and can apply for redesignation to attainment status with the Environmental Protection Agency (EPA); and

WHEREAS, In order for the Portland region to be reclassified from nonattainment to attainment, a 10-year maintenance plan must be developed for both Ozone and CO; and

WHEREAS, The maintenance plans must identify strategies for maintaining federal air quality standards, including transportation control measures (TCMs), for incorporation into the State Implementation Plan (SIP); and

WHEREAS, TCMs are measures that reduce emissions by reducing vehicle trips and/or vehicle miles traveled (VMT); and

WHEREAS, The Department of Environmental Quality (DEQ) initiated development of an Ozone maintenance plan in 1992 through their work with the Governor's Task Force on Motor Vehicle Emissions Reduction in the Portland Area; and

WHEREAS, The purpose of the Governor appointed Task Force was to identify the appropriate emission reduction strategies, including TCMs, for inclusion in the Ozone maintenance plan; and

WHEREAS, The original recommendations from the Task Force were modified by the 1993 Legislature in HB 2214; and

WHEREAS, DEQ has finalized several components of HB 2214 over the last two years in conjunction with policy and technical advisory committees; and

WHEREAS, DEQ, in cooperation with the City of Portland, Metro and Tri-Met, initiated development of the CO maintenance plan in 1991 through the Central City Transportation Management Plan; and

WHEREAS, Under Section 174 of the Clean Air Act, the State, on November 13, 1992, designated Metro as lead agency for recommending transportation-related control measures and contingency plans for the Portland region; and

WHEREAS, DEQ and Metro jointly convened a work group to review and recommend TCMs and emission budgets for both Ozone and CO; and

WHEREAS, TCMs identified in the Ozone and CO maintenance plans must be implemented consistent with the schedule established in the maintenance plans; and

WHEREAS, the emissions budgets will be used to determine conformity of regionally significant projects, Transportation Improvement Programs and Regional Transportation Plans; now, therefore,

BE IT RESOLVED,

1. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the Transportation Control Measures as delineated in Exhibit A be included in the Portland Region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan;

2. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit B be included in the Portland Region's Ozone Maintenance Plan;

3. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit C be included in the Portland Region's Carbon Monoxide Maintenance Plan.

4. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the transportation elements in Exhibits D and E be included in the contingency plans for the Portland Region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan, respectively.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996

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DRAFT  
January 8, 1996

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RECOMMENDING ) RESOLUTION NO. 96-2260  
TO THE ENVIRONMENTAL QUALITY )  
COMMISSION THE TRANSPORTATION )  
CONTROL MEASURES AND EMISSIONS )  
BUDGETS TO BE INCLUDED IN THE )  
PORTLAND REGION'S OZONE AND )  
CARBON MONOXIDE (CO) )  
MAINTENANCE PLANS )

WHEREAS, The Clean Air Act Amendments (CAAA) of 1990 confirmed the Portland Metropolitan area's nonattainment status by designating the region as moderate nonattainment for Carbon Monoxide (CO) and marginal nonattainment for Ozone; and

WHEREAS, The CAAA of 1990 required the Portland metropolitan area to attain the Ozone standard by 1993 and the CO standard by 1995; and

WHEREAS, The Portland region has met the federal standards for Ozone and CO and can apply for redesignation to attainment status with the Environmental Protection Agency (EPA); and

WHEREAS, In order for the Portland region to be reclassified from nonattainment to attainment, a 10-year maintenance plan must be developed for both Ozone and CO; and

WHEREAS, The maintenance plans must identify strategies for maintaining federal air quality standards, including transportation control measures (TCMs), for incorporation into the State Implementation Plan (SIP); and

WHEREAS, TCMs are measures that reduce emissions by reducing vehicle trips and/or vehicle miles traveled (VMT); and

WHEREAS, The Department of Environmental Quality (DEQ) initiated development of an Ozone maintenance plan in 1992 through their work with the Governor's Task Force on Motor Vehicle Emissions Reduction in the Portland Area; and

WHEREAS, The purpose of the Governor appointed Task Force was to identify the appropriate emission reduction strategies, including TCMs, for inclusion in the Ozone maintenance plan; and

WHEREAS, The original recommendations from the Task Force were modified by the 1993 Legislature in HB 2214; and

WHEREAS, DEQ has finalized several components of HB 2214 over the last two years in conjunction with policy and technical advisory committees; and

WHEREAS, DEQ, in cooperation with the City of Portland, Metro and Tri-Met, initiated development of the CO maintenance plan in 1991 through the Central City Transportation Management Plan; and

WHEREAS, Under Section 174 of the Clean Air Act, the State, on November 13, 1992, designated Metro as lead agency for recommending transportation-related control measures and contingency plans for the Portland region; and

WHEREAS, DEQ and Metro jointly convened a work group to review and recommend TCMs and emission budgets for both Ozone and CO; and

WHEREAS, TCMs identified in the Ozone and CO maintenance plans must be implemented consistent with the schedule established in the maintenance plans; and

WHEREAS, the emissions budgets will be used to determine conformity of regionally significant projects, Transportation Improvement Programs and Regional Transportation Plans; now, therefore,

BE IT RESOLVED,

1. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the Transportation Control Measures as delineated in Exhibit A be included in the Portland Region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan;

2. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit B be included in the Portland Region's Ozone Maintenance Plan;

3. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit C be included in the Portland Region's Carbon Monoxide Maintenance Plan.

4. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the transportation elements in Exhibits D and E be included in the contingency plans for the Portland Region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan, respectively.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1996

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Portland Region's Ozone and Carbon Monoxide Maintenance Plans  
Transportation Control Measures

A. Non-funding based Transportation Control Measures.

1. Metro 2040 Land Use Plan (included in both CO and ozone maintenance plans).

Metro's 2040 land use plan is being included because it changes typical growth patterns to be less reliant on motor vehicle travel and thus it reduces motor vehicle emissions. Two elements of the land use plan (the Interim Measures and the Urban Growth Boundary) provide appropriate implementation mechanisms to meet Clean Air Act enforceability requirements for control strategies.

- a. Metro Interim Land Use Measures relating to:
- i. Change Zoning Maps to Implement the Metro Growth Concept.
  - ii. Change zoning text to provide for mixed-uses and compact urban designs in station areas, regional and town centers, mainstreets and corridors.
  - iii. Parking
    - Region-wide action to limit required off-street parking consistent with the schedule.
    - Parking maximums will be included either as part of the interim measures or when the Framework Plan is adopted.
  - iv. Manage Retail in Employment Areas

*(Specific language will be used from the adopted Functional Plan assuming this plan is adopted before EPA approval of the maintenance plan and the language is not amended to significantly affect the air quality plan's transportation emission projections from current draft language.)*

b. Urban Growth Boundary

The Urban Growth Boundary (UGB) as currently adopted or amended before EPA approval of the maintenance plan assuming an amendment does not significantly affect the air quality plan's transportation emission projections.

*(The UGB used in the transportation emissions modeling assumed a small increase in the current boundary. The specific amount will be identified prior to final TPAC/JPACT recommendations.)*

- \* 2. Central City Parking Requirements (CO maintenance plan only).

*(Specific parking requirements from the City of Portland Zoning Code relating to air quality will be identified shortly by DEQ and the City of Portland.)*

- 3. DEQ Employee Commute Options Program (ozone maintenance plan only).

A 10% trip reduction target will be required for employers who employ 50 or more employees.

- 4. DEQ Parking Ratio Program (ozone maintenance plan only).

Implement a voluntary parking ratio program providing incentives to solicit participation, including exemption from the Employee Commute Options program.

B. Funding based Transportation Control Measures.

- 1. Increased Transit Service (included in both CO and ozone maintenance plans, except the Central City commitment which will be included only in the CO plan).

a. Regional increase in transit service hours averaging 1.5% annually.

b. Completion of the Westside Light Rail Transit facility.

- \* c. Light Rail Transit (LRT) or equivalent High Capacity Transit (HCT) in the South/North corridor. In the year 2006, LRT or equivalent HCT in the South/North Corridor will provide XXX service hour increase serving approximately XXX ridership.

- \* d. Transit Service hour increase in the Central City area (as defined in XXX-XX-XXXX) averaging XX% annually.

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\* Final wording and recommendations on these issues will be presented to TPAC/JPACT for their consideration at the next meeting for final approval.

2. Bicycle and Pedestrian Facilities (included in both CO and ozone maintenance plans).

a. Multimodal facilities.

Consistent with ORS 366.514<sup>1</sup>, all major roadway expansion or reconstruction projects on an arterial or major collector shall include pedestrian and bicycle improvements where such facilities do not currently exist. Pedestrian improvements are defined as sidewalks on both sides of the street. Bicycle improvements are defined as bike lanes within the Metro boundary and shoulders outside the Metro boundary but within the Air Quality Maintenance Area.

b. Bicycle lanes.

In addition to (B)(2)(a) above, the region will add at least a total of 28 miles of bicycle lanes, shoulder bikeways or multi-use trails to the Regional Bicycle System as defined by Metro's Interim Federal RTP (adopted July 1995) by the year 2006. Reasonable progress toward implementation shall mean a minimum of five miles of new bike lanes, shoulder bikeways or multi-use trails shall be funded in each two year Transportation Improvement Program funding cycle.

Bike lanes are striped lanes dedicated for bicycle travel on curbed streets, a width of five to six feet is preferred; four feet is acceptable in rare circumstances. Use by autos is prohibited. Shoulder bikeways are five to six foot shoulders for bicycle travel and emergency parking. Multi-use trails are eight to 12 foot paths separate from the roadway open to non-motorized users.

c. Pedestrian facilities.

In addition to (B)(2)(a) above, the region will add at least a total of nine miles of major pedestrian upgrades in the following areas, as defined by Metro's Region 2040 Growth Concept: Central City/Regional Centers, Town Centers, Corridors & Station Communities, and Main Streets. Reasonable progress toward implementation shall mean a minimum of one and a half miles of major pedestrian upgrades in these areas shall be funded in each two year Transportation Improvement Program funding

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<sup>1</sup> This provides for the following exceptions:

- absence of any need;
- contrary to public safety; and
- excessively disproportionate cost.



cycle.

C. TCM Substitution.

TCMs identified may be substituted in whole, or in part, with other TCMs providing equivalent emission reductions. Substitution will occur through TPAC/JPACT consultation. Such substitution will require EQC, but not EPA, approval.

Portland Region's Ozone Maintenance Plan  
Transportation Emission Budget

Regional Emission Budgets for Volatile Organic Compounds and Nitrogen Oxides applicable to all on-road transportation emissions within the Portland Air Quality Maintenance Area will be established for each year from 1996 through 2006. The budgets will be established consistent with Metro's current emission forecast for the maintenance plan.

Emission budgets for 2007 through 2026 will be established using a growth factor consistent with the VMT growth rate in the Region 2040 forecast and the emission factor forecast. These future emission budgets will be accommodated in subsequent maintenance plans through appropriate measures such as:

- Updated population and VMT forecasts;
- New federal motor vehicle emission reduction strategies; and
- New state emission reduction strategies, if needed, to reduce on-road emissions.

*(The plan for addressing emission budgets after 2006 is subject to EPA approval.)*

Portland Region's Carbon Monoxide Maintenance Plan  
Transportation Emission Budget

Three emission Budgets for Carbon Monoxide will be established for each year from 1996 through 2006:

- A regional emission budget applicable to all on-road transportation emissions within the Portland Air Quality Maintenance Area;
- A subregional emission budget applicable to all on-road transportation emissions within the 82nd Avenue area;
- A subregional emission budget applicable to all on-road transportation emissions within the CCTMP.

The budgets will be established consistent with Metro's current emission forecast for the maintenance plan, and\*:

- Option 1: Eliminate oxygenated fuel beginning with the Winter of 1996/1997 or as soon as possible thereafter.
- Option 2: Eliminate oxygenated fuel beginning with the Winter of 1996/1997 or as soon as possible thereafter, but reinstate oxygenated fuel under the contingency plan if the second high concentration of CO monitored equals or exceeds 8.1 ppm (90% of the standard).
- Option 3: Keep the wintertime oxygenated fuel program until the winter of 1998-1999 when enhanced vehicle inspection is fully phased-in.
- Option 4: Keep the wintertime oxygenated fuel program indefinitely.

*(TPAC is leaning toward option 3 or 4, but wants to consider all options until more information is available, especially cost information.)*

TPAC/JPACT to select an option for final recommendation to the EQC.

Emission budgets for 2007 through 2026 will be established using a growth factor consistent with the VMT growth rate in the Region 2040 forecast and the emission factor forecast. Future emission budgets will be accommodated in subsequent maintenance plans through appropriate measures such as:

- Updated population and VMT forecasts;
- New federal motor vehicle emission reduction strategies;
- New state emission reduction strategies, if needed, to reduce on-road emissions.

*(The plan for addressing emission budgets after 2006 is subject to EPA approval.)*

Portland Region's Ozone Maintenance Plan  
Contingency Plan Elements

(1) If emissions exceed maintenance plan projections or the ambient standard is exceeded twice in 3 years, the Department conducts a study and recommends one or more of the following:

- reformulated gasoline (after 2005), congestion pricing, or other appropriate control measure;
- additional studies to determine if further measures are needed; or
- no further action because the problem was caused by emission factor changes, temporary emission increases or an exceptional event.

(2) If a violation of the standard occurs:

- Major new and modified industry will be required to meet nonattainment area New Source Review Requirements (LAER and offsets). Any remaining growth allowance will be eliminated.
- The Department will opt-in to the federal reformulated gasoline program unless:
  - It is prior to 2005, or
  - EPA rules do not allow the Portland area to opt-in

If reformulated gasoline is not implementable, the Department will convene an advisory committee to develop a congestion pricing program or identify an equivalent measure.

*(Transportation elements of this plan are acceptable to TPAC.)*

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Note: A violation occurs if there are 4 exceedances of the standard in any 3 year period at the same monitoring site.

Portland Region's Carbon Monoxide Maintenance Plan  
Contingency Plan Elements

(1) If the second high concentration of CO monitored equals or exceeds 8.1 ppm (90% of the CO standard), the Department convenes a planning group. The planning group will recommend one of the following:

- Implement an additional emission reduction strategy including, but not limited to:
  - increased parking pricing in the Central City;
  - increased funding for transit;
  - congestion pricing on major regional transportation corridors;
  - oxygenated fuel;
  - trip reduction program;
  - regional mandatory parking ratios; or
  - accelerated implementation of bicycle and pedestrian networks;
- Conduct additional studies to determine if further measures are needed; or
- Take no further action because the problem was caused by an exceptional event.

(2) If a violation of the standard occurs:

- Major new and modified industry will be required to meet nonattainment area New Source Review Requirements (LAER and offsets). Any remaining growth allowance will be eliminated.
- The downtown parking lid will be reinstated.
- Oxygenated gasoline at 2.7% weight will be required.

*(Transportation elements of this plan are acceptable to TPAC, except that a decision on oxygenated fuels as it relates to the Carbon Monoxide emission budget may need to be reflected in this contingency plan. See Exhibit C.)*

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Note: A violation occurs if the second high in any calendar year at a monitoring site is greater than 9 ppm.

State of Oregon  
Department of Environmental Quality

Memorandum

Date: January 9, 1996

To: Transportation Planning Committee

From: John Kowalczyk and Andy Cotugno

Subject: RESOLUTION No. 96-2260, FOR THE PURPOSE OF RECOMMENDING TO THE ENVIRONMENTAL QUALITY COMMISSION THE TRANSPORTATION CONTROL MEASURES AND EMISSIONS BUDGETS TO BE INCLUDED IN THE PORTLAND REGION'S OZONE AND CARBON MONOXIDE (CO) MAINTENANCE PLANS.

Attached is a revised draft of RESOLUTION No. 96-2260 based on actions taken by TPAC at their January 5, 1996 meeting.

TPAC reached consensus on recommendations for most issues. There are a few issues yet to be addressed because specific information/language on these issues is not yet available. These are identified by an asterisk (\*) in the draft resolution. As a result, TPAC decided to make their recommendations preliminary and schedule final recommendations at their next meeting. This approach will still allow DEQ to remain on its schedule for adoption of the maintenance plans. *TPAC recommended that JPACT also make preliminary recommendations at its January 11 meeting and make final recommendations at its February 8 meeting. We are also requesting the Transportation Planning Committee to make preliminary recommendations on January 16 and make final recommendations at its February 20 meeting.*

## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 96-2260 FOR THE PURPOSE OF RECOMMENDING TO THE ENVIRONMENTAL QUALITY COMMISSION (EQC) THE TRANSPORTATION CONTROL MEASURES (TCM'S), CONTINGENCIES, AND EMISSIONS BUDGETS TO BE INCLUDED IN THE PORTLAND REGION'S OZONE AND CARBON MONOXIDE (CO) MAINTENANCE PLANS

Date: December 27, 1995

Presented by: Andrew Cotugno

### PROPOSED ACTION

This resolution provides that the Metro Council and JPACT recommend to the Environmental Quality Commission (EQC) the Transportation Control Measures (TCM's) and the Emissions Budget to be included in the Portland region's Ozone and Carbon Monoxide (CO) Maintenance Plans.

### FACTUAL BACKGROUND AND ANALYSIS

The Clean Air Act Amendments (CAAA) of 1990 designated the Portland area as marginal non-attainment for ozone and moderate non-attainment for carbon monoxide (CO).

In accordance with federal law, the standard for ozone was to be met by November 1993 and for CO by November 1995. The Portland region has met the federal standards and can now apply for attainment status with the Environmental Protection Agency (EPA).

In order to be redesignated as attainment, EPA requires that maintenance plans for both ozone and carbon monoxide (CO) be developed. The plans must show how the region will stay in attainment for both pollutants for a period of at least 10 years. The plans must include both base and contingency strategies and be based on the latest travel and emission forecasts provided by Metro.

The Department of Environmental Quality (DEQ) initiated development of the maintenance plans in 1992 through their work with the Governor's Task Force on Motor Vehicle Emissions Reduction in the Portland Area. The purpose of the task force was to identify TCM's for inclusion in the maintenance plans. Their original recommendations were modified by the 1993 Legislature in HB 2214.

During the past two years, DEQ has been working with citizen, policy and technical committees to finalize the provisions of HB 2214, particularly the transportation elements of the plans. Metro must ensure that the TCM's identified in the Ozone and CO Maintenance Plans are implemented consistent with the schedule established in the maintenance plans.



A joint DEQ and Metro work group was convened to review and recommend TCM's, contingencies, and to establish an Emissions Budget to be used to determine conformity of regionally significant stand-alone projects, Transportation Improvement Programs and Regional Transportation Plans. New conformity procedures will eliminate the 1990 emission cap and build/no-build tests and substitute a single Emissions Budget conformity test upon EPA approval of the Ozone and CO Maintenance Plans.

Upon EQC adoption, TCM's will be incorporated into Metro's RTP consistent with ISTEA guidelines. An approved maintenance plan will ensure a consistent flow of federal transportation funds to the region, allow DEQ to lift certain restrictions on industry, and ensure a clean and healthy Portland area airshed.

It is requested that the Metro Council and JPACT approve the attached resolution recommending specific TCM's, contingencies, and Emissions Budgets to the Environmental Quality Commission.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 96-2260.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF RECOMMENDING ) RESOLUTION NO. 96-2260  
TO THE ENVIRONMENTAL QUALITY )  
COMMISSION THE TRANSPORTATION ) Introduced by Rod Monroe,  
CONTROL MEASURES (TCM'S), CON- ) Chair, JPACT  
TINGENCIES, AND EMISSIONS )  
BUDGETS TO BE INCLUDED IN THE )  
PORTLAND REGION'S OZONE AND )  
CARBON MONOXIDE (CO) MAINTENANCE)  
PLANS )

WHEREAS, The Clean Air Act Amendments (CAAA) of 1990 confirmed the Portland metropolitan area's nonattainment status by designating the region as moderate nonattainment for Carbon Monoxide (CO) and marginal nonattainment for Ozone; and

WHEREAS, The CAAA of 1990 required the Portland metropolitan area to attain the Ozone standard by 1993 and the CO standard by 1995; and

WHEREAS, The Portland region has met the federal standards for Ozone and CO and can apply for redesignation to attainment status with the Environmental Protection Agency (EPA); and

WHEREAS, In order for the Portland region to be reclassified from nonattainment to attainment, a 10-year maintenance plan must be developed for both Ozone and CO; and

WHEREAS, The maintenance plans must identify strategies for maintaining federal air quality standards, including transportation control measures (TCM's), for incorporation into the State Implementation Plan (SIP); and

WHEREAS, TCM's are measures that reduce emissions by reducing vehicle trips and/or vehicle miles traveled (VMT); and

WHEREAS, The Department of Environmental Quality (DEQ) initiated development of an Ozone Maintenance Plan in 1992 through their work with the Governor's Task Force on Motor

Vehicle Emissions Reduction in the Portland Area; and

WHEREAS, The purpose of the Governor-appointed Task Force was to identify the appropriate emission reduction strategies, including TCM's, for inclusion in the Ozone Maintenance Plan; and

WHEREAS, The original recommendations from the Task Force were modified by the 1993 Legislature in HB 2214; and

WHEREAS, DEQ has finalized several components of HB 2214 over the last two years in conjunction with policy and technical advisory committees; and

WHEREAS, DEQ, in cooperation with the City of Portland, Metro and Tri-Met, initiated development of the CO Maintenance Plan in 1991 through the Central City Transportation Management Plan; and

WHEREAS, Under Section 174 of the Clean Air Act, the state on November 13, 1992 designated Metro as lead agency for recommending transportation-related control measures and contingency plans for the Portland region; and

WHEREAS, DEQ and Metro jointly convened a work group to review and recommend TCM's and emission budgets for both Ozone and CO; and

WHEREAS, TCM's identified in the Ozone and CO Maintenance Plans must be implemented consistent with the schedule established in the maintenance plans; and

WHEREAS, The emissions budgets will be used to determine conformity of regionally significant projects, Transportation Improvement Programs and Regional Transportation Plans; now, therefore,

BE IT RESOLVED,

1. That the Metro Council and JPACT recommend to the

Environmental Quality Commission that the Transportation Control Measures as delineated in Exhibit A be included in the Portland region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan;

2. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit B be included in the Portland region's Ozone Maintenance Plan;

3. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the emissions budgets in Exhibit C be included in the Portland region's Carbon Monoxide Maintenance Plan.

4. That the Metro Council and JPACT recommend to the Environmental Quality Commission that the transportation elements in Exhibits D and E be included in the contingency plans for the Portland region's Ozone Maintenance Plan and Carbon Monoxide Maintenance Plan, respectively.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_,  
1996.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

**Portland Region's Ozone and Carbon Monoxide Maintenance Plans  
Transportation Control Measures**

**A. Non-funding based Transportation Control Measures.**

1. **Metro 2040 Land Use Plan** (included in both CO and ozone maintenance plans).

Metro's 2040 land use plan is being included because it changes typical growth patterns to be less reliant on motor vehicle travel and thus it reduces motor vehicle emissions. Two elements of the land use plan (the Interim Measures and the Urban Growth Boundary) provide appropriate implementation mechanisms to meet Clean Air Act enforceability requirements for control strategies.

- a. Metro Interim Land Use Measures relating to:
  - i. Change Zoning Maps to Implement the Metro Growth Concept.
  - ii. Change zoning text to provide for mixed-uses and compact urban designs in station areas, regional and town centers, mainstreets and corridors.
  - iii. Parking
    - Region-wide action to limit required off-street parking consistent with the schedule.
    - Parking maximums will be included either as part of the interim measures or when the Framework Plan is adopted.
  - iv. Manage Retail in Employment Areas

*(Specific language will be used from the adopted Functional Plan assuming this plan is adopted before EPA approval of the maintenance plan and the language is not amended to significantly affect the air quality plan's transportation emission projections from current draft language.)*

b. Urban Growth Boundary

The Urban Growth Boundary (UGB) as currently adopted or amended before EPA approval of the maintenance plan assuming an amendment does not significantly affect the air quality plan's transportation emission projections.

*(The UGB used in the transportation emissions modeling assumed a small increase in the current boundary. The specific amount will be identified prior to final TPAC/JPACT recommendations.)*

- \* 2. **Central City Parking Requirements** (CO maintenance plan only).

*(Specific parking requirements from the City of Portland Zoning Code relating to air quality will be identified shortly by DEQ and the City of Portland.)*

- 3. **DEQ Employee Commute Options Program** (ozone maintenance plan only).

A 10% trip reduction target will be required for employers who employ 50 or more employees.

- 4. **DEQ Parking Ratio Program** (ozone maintenance plan only).

Implement a voluntary parking ratio program providing incentives to solicit participation, including exemption from the Employee Commute Options program.

**B. Funding based Transportation Control Measures.**

- 1. **Increased Transit Service** (included in both CO and ozone maintenance plans, except the Central City commitment which will be included only in the CO plan).

a. Regional increase in transit service hours averaging 1.5% annually.

b. Completion of the Westside Light Rail Transit facility.

- \* c. Light Rail Transit (LRT) or equivalent High Capacity Transit (HCT) in the South/North corridor. In the year 2006, LRT or equivalent HCT in the South/North Corridor will provide XXX service hour increase serving approximately XXX ridership.

- \* d. Transit Service hour increase in the Central City area (as defined in XXX-XX-XXXX) averaging XX% annually.

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\* Final wording and recommendations on these issues will be presented to TPAC/JPACT for their consideration at the next meeting for final approval.

2. Bicycle and Pedestrian Facilities (included in both CO and ozone maintenance plans).

a. Multimodal facilities.

Consistent with ORS 366.514<sup>1</sup>, all major roadway expansion or reconstruction projects on an arterial or major collector shall include pedestrian and bicycle improvements where such facilities do not currently exist. Pedestrian improvements are defined as sidewalks on both sides of the street. Bicycle improvements are defined as bike lanes within the Metro boundary and shoulders outside the Metro boundary but within the Air Quality Maintenance Area.

b. Bicycle lanes.

In addition to (B)(2)(a) above, the region will add at least a total of 28 miles of bicycle lanes, shoulder bikeways or multi-use trails to the Regional Bicycle System as defined by Metro's Interim Federal RTP (adopted July 1995) by the year 2006. Reasonable progress toward implementation shall mean a minimum of five miles of new bike lanes, shoulder bikeways or multi-use trails shall be funded in each two year Transportation Improvement Program funding cycle.

Bike lanes are striped lanes dedicated for bicycle travel on curbed streets, a width of five to six feet is preferred; four feet is acceptable in rare circumstances. Use by autos is prohibited. Shoulder bikeways are five to six foot shoulders for bicycle travel and emergency parking. Multi-use trails are eight to 12 foot paths separate from the roadway open to non-motorized users.

c. Pedestrian facilities.

In addition to (B)(2)(a) above, the region will add at least a total of nine miles of major pedestrian upgrades in the following areas, as defined by Metro's Region 2040 Growth Concept: Central City/Regional Centers, Town Centers, Corridors & Station Communities, and Main Streets. Reasonable progress toward implementation shall mean a minimum of one and a half miles of major pedestrian upgrades in these areas shall be funded in each two year Transportation Improvement Program funding

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<sup>1</sup> This provides for the following exceptions:

- absence of any need;
- contrary to public safety; and
- excessively disproportionate cost.

cycle.

C. TCM Substitution.

TCMs identified may be substituted in whole, or in part, with other TCMs providing equivalent emission reductions. Substitution will occur through TPAC/JPACT consultation. Such substitution will require EQC, but not EPA, approval.



**Portland Region's Ozone Maintenance Plan  
Transportation Emission Budget**

Regional Emission Budgets for Volatile Organic Compounds and Nitrogen Oxides applicable to all on-road transportation emissions within the Portland Air Quality Maintenance Area will be established for each year from 1996 through 2006. The budgets will be established consistent with Metro's current emission forecast for the maintenance plan.

Emission budgets for 2007 through 2026 will be established using a growth factor consistent with the VMT growth rate in the Region 2040 forecast and the emission factor forecast. These future emission budgets will be accommodated in subsequent maintenance plans through appropriate measures such as:

- Updated population and VMT forecasts;
- New federal motor vehicle emission reduction strategies; and
- New state emission reduction strategies, if needed, to reduce on-road emissions.

*(The plan for addressing emission budgets after 2006 is subject to EPA approval.)*

**Portland Region's Carbon Monoxide Maintenance Plan  
Transportation Emission Budget**

Three emission Budgets for Carbon Monoxide will be established for each year from 1996 through 2006:

- A regional emission budget applicable to all on-road transportation emissions within the Portland Air Quality Maintenance Area;
- A subregional emission budget applicable to all on-road transportation emissions within the 82nd Avenue area;
- A subregional emission budget applicable to all on-road transportation emissions within the CCTMP.

The budgets will be established consistent with Metro's current emission forecast for the maintenance plan, and\*:

- **Option 1:** Eliminate oxygenated fuel beginning with the Winter of 1996/1997 or as soon as possible thereafter.
- **Option 2:** Eliminate oxygenated fuel beginning with the Winter of 1996/1997 or as soon as possible thereafter, but reinstate oxygenated fuel under the contingency plan if the second high concentration of CO monitored equals or exceeds 8.1 ppm (90% of the standard).
- **Option 3:** Keep the wintertime oxygenated fuel program until the winter of 1998-1999 when enhanced vehicle inspection is fully phased-in.
- **Option 4:** Keep the wintertime oxygenated fuel program indefinitely.

*(TPAC is leaning toward option 3 or 4, but wants to consider all options until more information is available, especially cost information.)*

\* TPAC/JPACT to select an option for final recommendation to the EQC.

Emission budgets for 2007 through 2026 will be established using a growth factor consistent with the VMT growth rate in the Region 2040 forecast and the emission factor forecast. Future emission budgets will be accommodated in subsequent maintenance plans through appropriate measures such as:

- Updated population and VMT forecasts;
- New federal motor vehicle emission reduction strategies;
- New state emission reduction strategies, if needed, to reduce on-road emissions.

*(The plan for addressing emission budgets after 2006 is subject to EPA approval.)*

**Portland Region's Ozone Maintenance Plan  
Contingency Plan Elements**

- (1) If emissions exceed maintenance plan projections or the ambient standard is exceeded twice in 3 years, the Department conducts a study and recommends one or more of the following:
- reformulated gasoline (after 2005), congestion pricing, or other appropriate control measure;
  - additional studies to determine if further measures are needed; or
  - no further action because the problem was caused by emission factor changes, temporary emission increases or an exceptional event.
- (2) If a violation of the standard occurs:
- Major new and modified industry will be required to meet nonattainment area New Source Review Requirements (LAER and offsets). Any remaining growth allowance will be eliminated.
  - The Department will opt-in to the federal reformulated gasoline program unless:
    - It is prior to 2005, or
    - EPA rules do not allow the Portland area to opt-in

If reformulated gasoline is not implementable, the Department will convene an advisory committee to develop a congestion pricing program or identify an equivalent measure.

*(Transportation elements of this plan are acceptable to TPAC.)*

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Note: A violation occurs if there are 4 exceedances of the standard in any 3 year period at the same monitoring site.

**Portland Region's Carbon Monoxide Maintenance Plan  
Contingency Plan Elements**

- (1) If the second high concentration of CO monitored equals or exceeds 8.1 ppm (90% of the CO standard), the Department convenes a planning group. The planning group will recommend one of the following:
- Implement an additional emission reduction strategy including, but not limited to:
    - increased parking pricing in the Central City;
    - increased funding for transit;
    - congestion pricing on major regional transportation corridors;
    - oxygenated fuel;
    - trip reduction program;
    - regional mandatory parking ratios; or
    - accelerated implementation of bicycle and pedestrian networks;
  - Conduct additional studies to determine if further measures are needed; or
  - Take no further action because the problem was caused by an exceptional event.
- (2) If a violation of the standard occurs:
- Major new and modified industry will be required to meet nonattainment area New Source Review Requirements (LAER and offsets). Any remaining growth allowance will be eliminated.
  - The downtown parking lid will be reinstated.
  - Oxygenated gasoline at 2.7% weight will be required.

*(Transportation elements of this plan are acceptable to TPAC, except that a decision on oxygenated fuels as it relates to the Carbon Monoxide emission budget may need to be reflected in this contingency plan. See Exhibit C.)*

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Note: A violation occurs if the second high in any calendar year at a monitoring site is greater than 9 ppm.



**Del J. Fogelquist**  
Northwest Regional Manager

January 9, 1996

Joint Policy Advisory Committee  
METRO  
600 NE Grand Avenue  
Portland, OR 97252-2736

Dear JPAC Members,

The Western States Petroleum Association (WSPA) is a trade association whose members conduct much of the producing, refining, transporting and marketing of petroleum and petroleum products in the western United States.

We recently learned that you are considering whether the oxygenated fuel mandate should be continued in the carbon monoxide maintenance plan being prepared by the Department of Environmental Quality (DEQ). We are writing to voice our strong opposition to continuing the oxygenated fuel requirement and to make sure all of the facts are clearly understood and considered in any recommendation that METRO might make on the maintenance plan.

Obviously, as petroleum producers and marketers, we have a direct interest in keeping the cost of our products as low as possible for our customers. The oxygenated fuel program has an impact on us -- and those who purchase our products -- by adding to those costs. However, if we were convinced that this program were a cost-effective way to address a real problem facing this region, we would not oppose its continuation.

The fact is, the requirement is expensive and, now, unnecessary. Its principal aim is not cleaner air but subsidizing the ethanol industry. DEQ's own analysis indicates that the direct cost to consumers exceeds \$5 million during the four-month winter season. While this is a significant cost estimate, we believe the actual figure is considerably higher. The DEQ estimate does not include the costs of lower fuel

efficiency or those associated with lost federal Highway Trust Fund revenues that result from the subsidy to the ethanol industry.

If this added expense to the consumer were the most cost-effective means of meeting the CO standards, we would not be writing this letter. But that is not the case. The oxygenated fuel requirement is not necessary to keep the region in compliance with the CO standard. More sophisticated pollution control technologies now installed in new motor vehicles, and the gradual replacement of older vehicles, make the mandate obsolete. Oxygenated fuel reduces CO emissions in older cars and trucks, but it has little or no positive effect on the newer vehicles, which automatically mix oxygen in their fuel systems. As these newer vehicles continue to replace the older fleet, CO emissions are now and will continue to decrease.

These new pollution control technologies are already making a big difference. The Portland metropolitan area more than meets the CO standards of the Clean Air Act and has since 1990, well before the oxygenated fuel program was implemented. It is important to understand that including an oxygenated fuel requirement in the maintenance plan, when it is not needed for the region to meet the CO standard, would, in our opinion, violate the provisions of the Clean Air Act and would, in our opinion raise legal issues that could make the plan vulnerable to legal challenge.

Not including an oxygenate fuel requirement in the maintenance plan does not mean it is lost as a potential tool in the future. It is always there as a contingency measure should the region experience future problems with CO.

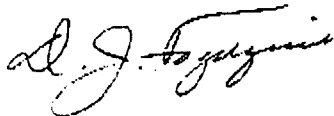
For all of the reasons mentioned, Vancouver, Washington has recently approved discontinuing the oxygenated fuel requirement, and in the Greater Puget Sound Region, the Puget Sound Air Pollution Control Authority's Advisory Committee has recommended elimination of oxygenated fuels in 1996.

The argument has been made by the ethanol industry that the requirement is good for economic development. It is our belief that using this mandate as a means of subsidizing ethanol producers is an expensive and inappropriate misuse of environmental regulation, one that benefits an industry with no operations and no employees in Oregon.

DEQ's staff has at this point recommended elimination of the requirement based on their modeling and is continuing to analyze the cost and need for an oxygenated fuel requirement. DEQ modeling indicates Portland will remain safely in attainment without oxygenated fuel. We support the preliminary DEQ staff proposal to eliminate oxygenated fuels in 1996. We would ask that JPAC and TPAC make no recommendation regarding oxygenated fuels until DEQ completes the anyalsis for Tri-Met on the downtown service formula. And in the end, we would hope that it would support a maintenance plan that is built around the most cost-effective measures possible, a plan that is consistent with the provisions of the Clean Air Act.

We appreciate your time and careful consideration of this issue.

Sincerely,

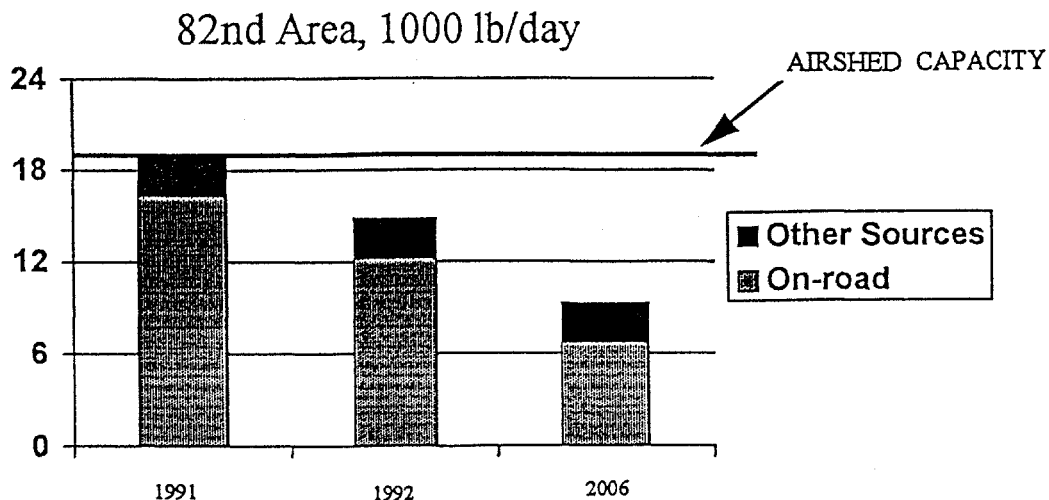
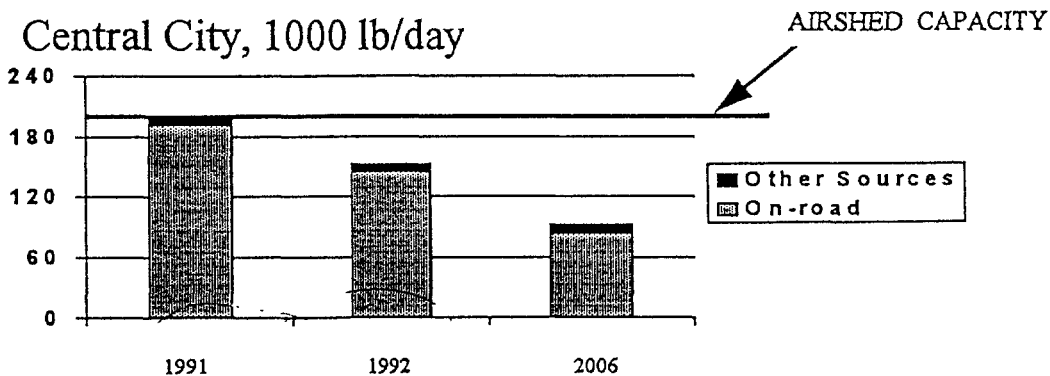
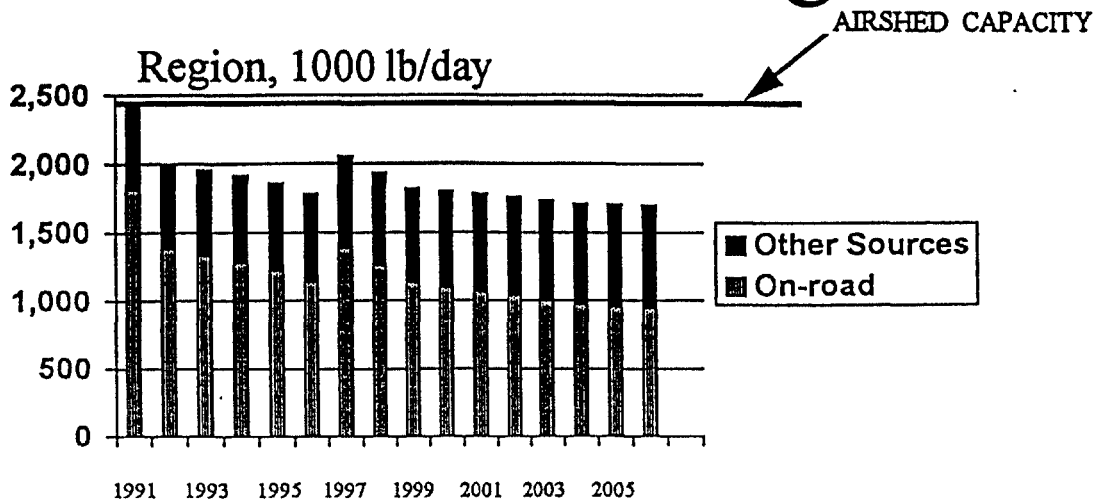


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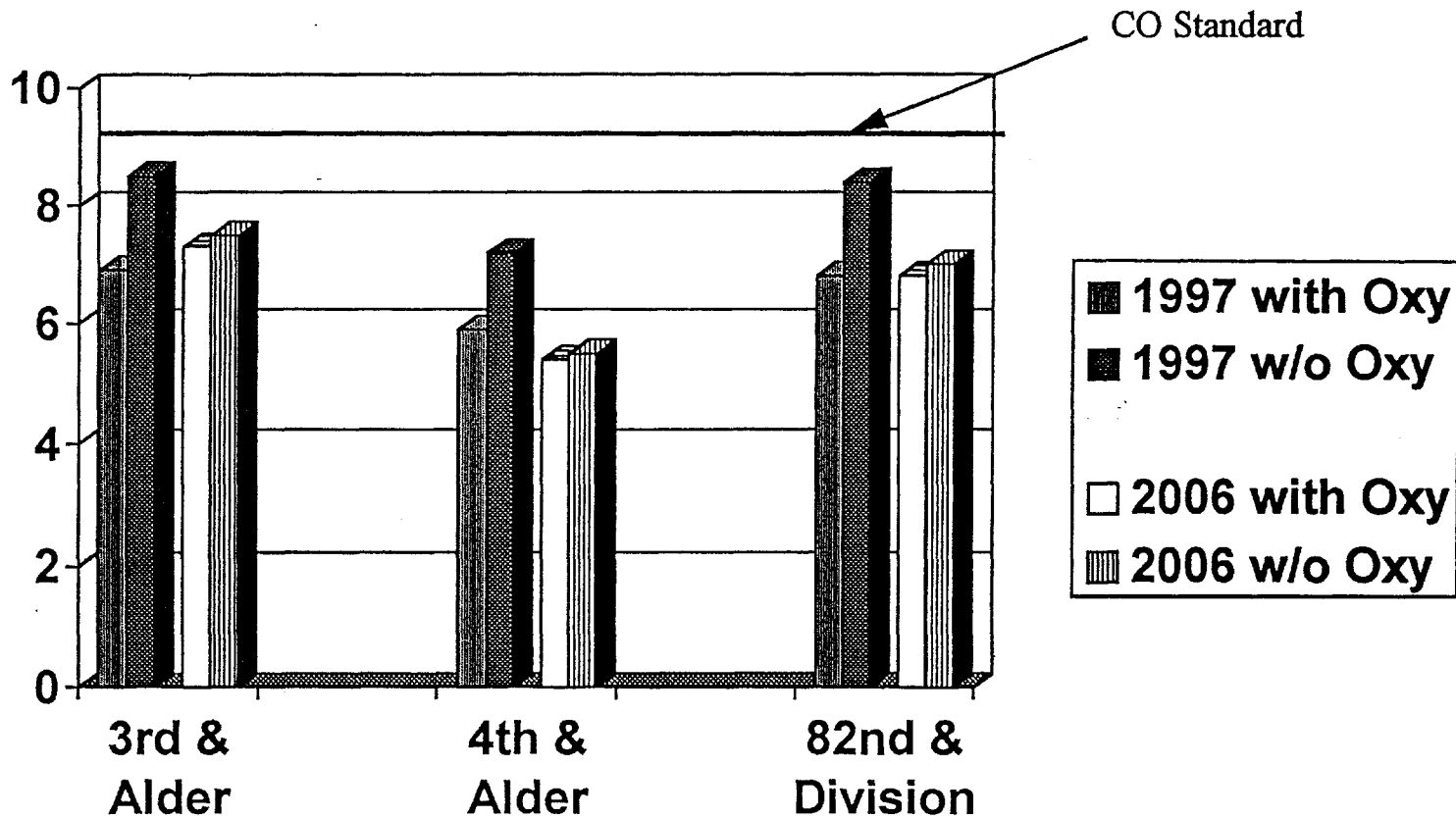
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# CO Transportation Emission Budgets

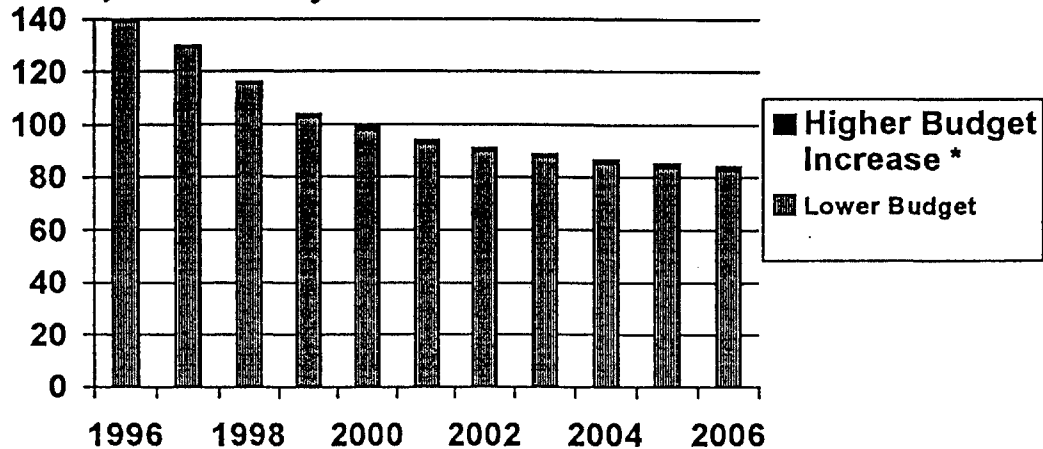


# CO Concentrations For DEQ Hot spots

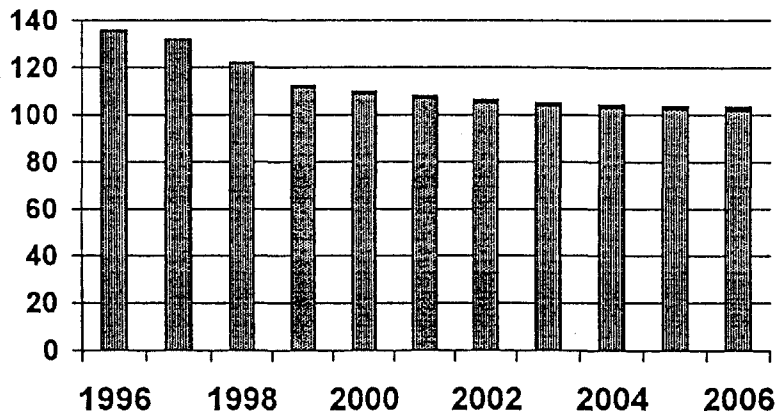


# Ozone Transportation Emission Budgets

VOC, 1000 lb/day



NOx, 1000 lb/day



- Budget based on Metro emission forecast using:
  - New population and employment allocation
  - Financially constrained transportation system including identified TCMs
  - Emission control strategies
  
- Two budget options shown for both VOC and NOx:
  - Lower Budget : ECO at 15%, Mandatory Parking Ratios, Full I/M Boundary
  - Higher Budget (\* including budget increase): ECO at 10%, Voluntary Parking Ratios, Reduced I/M Boundary

**Community Bridge and Road Program  
Public Comment Report  
January 4, 1996**

This report provides a compilation of public comments received by the Community Bridge and Road Program. The program is being developed through a cooperative effort of Clackamas, Multnomah and Washington Counties, the Port of Portland, the City of Portland and Metro. A public comment period was held from December 4, 1995 to January 3, 1996, and 450 people commented on the program during this time. Public input on the program was solicited at a series of meetings held in December 1995 and through an informational brochure mailed to 15,000 citizens in the metropolitan area. Anonymous letters and comments received are not included in this summary.

This report is divided into five sections:

**1. Summary of Comments.** This section provides a general summary of all comments, written or oral, received during the public comment period.

The following sections are not included in this draft. The complete document will be handed out at the January JPACT meeting.

**2. Oral Comments.** This section contains brief synopses of oral comments presented to members of the Metro Council and JPACT (Joint Policy Advisory Committee on Transportation) at six public comment meetings held on December 4 - 13, 1995 in Beaverton (53 people attended), Hillsboro (32 people attended), Lake Oswego (23 people attended), Milwaukie (7 people attended), Portland (33 people attended) and Gresham (5 people attended). Written copies of oral comments provided to Metro at the meetings are included in this section.

**3. Written Comments.** This section includes synopses of written comments as well as photocopies of the letters received. A total of 27 letters were received.

**4. Hotline (Phone) Comments.** Metro's transportation hotline was used to provide an additional way for citizens to comment on the program, and 23 people called the hotline during the comment period.

**5. Brochure Response Form Comments.** This section includes comments from response forms which were included in an informational brochure mailed to 15,000 citizens in the region. A total of 329 response forms were received.

**6. Appendix A.** This section includes the results of an exercise conducted at the public comment meetings. Participants were asked to indicate their top five project priorities. The results represent the views of people who attended the meetings and are by no means scientific.

**7. Appendix B.** This section includes sample copies of public notices, information distributed at public meetings, advertisements, press clippings and other associated material.

**8. Index.** This section includes an alphabetized list of all citizens and organizations who commented and the page(s) their comments appear on.

## Summary of Public Comments

### General Comments

The majority of people who commented on the program are supportive. One third of the respondents specifically mentioned that they support the program and would be willing to pay for it. Less than 10% of respondents expressed opposition to the program.

The major reasons cited for supporting the program included safety concerns and preservation of existing investments – particularly bridges, livability, relieving congestion, the regional partnership approach, and specific projects respondents felt were needed.

The major reasons cited for not supporting the program included the cost of the program and an unwillingness to pay additional taxes of any kind. Those opposed to the program felt that government should use existing revenues more wisely. A few respondents felt that Metro did not have or should have the authority to impose taxes.

It was noted by supporters the presentation of the program to the public is critical to its success. Respondents suggested the program quantify the benefits of each project, such as the actual reductions in congestion resulting from improvements.

A number of respondents felt the program information should include more specifics about the costs of each project, the amount allocated to each mode, each type of improvement, and to each county. Some Washington County respondents felt that a disproportionate number of the projects were in Multnomah County.

Those who commented on the size of the program were evenly split between thinking it was too small or too large, though a few thought the size was just right.

It was suggested that the program follow the successful model of MSTIP in Washington County.

### Program Focus

Respondents asked how the projects were prioritized, what criteria were used to select them, and if 2040 was a consideration in the selection of projects. There was a concern that some projects on the list had not gone through a local CIP process.

A number of respondents expressed concern that the program had too much of an emphasis on capacity improvements which they argue will not relieve congestion. They would rather see an emphasis on alternative forms of transportation.

Some respondents felt more bike, pedestrian, traffic calming and transit projects should be included. A smaller group felt the program had too much of a focus on projects were local in nature, particularly bike and traffic calming projects, and that those should be funded with local, not regional, dollars.

Respondents who commented on the need for bicycle projects were evenly split between those that felt more bicycle projects were needed and those that felt no bicycle projects should be included. People on both sides of this issue suggested bicyclists be taxed in

some way to fund bicycle projects. Those supporting the need for more bicycle projects were particularly concerned about the lack of adequate bicycle facilities in Washington County.

## **Growth Management**

A number of people commented on the relationship of the program to growth management issues. People felt that transportation infrastructure has not kept pace with land development. Respondents also felt program must be integrated with the 2040 growth concept and that we need to make transportation investments now to support the growth concept.

A number of people mentioned that they do not support expanding the urban growth boundary and were concerned that projects near the edge of the boundary will create the need for expansion.

## **Relationship to state finance issues**

The majority of those who commented on the relationship of the program to state finance issues felt that the region should proceed on its own and not wait for the legislature to act. Some concern was expressed about a regional measure being perceived by the state as a reason not to fund improvements in the Portland area.

A handful of people felt strongly that the state should fund the needed improvements.

## **Funding the program**

The majority of those who commented supported user fees, most support a regional gas tax, an increase in vehicle registration fees and a diesel tax were the second most popular. Respondents who supported increasing the vehicle registration fee felt that the existing fee is ridiculously low.

There was limited support for business license fees and developer fees.

People were generally opposed to using property taxes to fund the program.

Only a handful of respondents oppose a gas tax. Some felt it would be burdensome on low income people and rural residents. It was suggested that if a gas tax is used some percentage go to rural roads. Only two respondents oppose a diesel tax.

Other funding methods suggested include: toll roads and bridges, congestion pricing, lottery funds, a sales tax, a sales tax on new cars, and a sin (i.e., alcohol, tobacco) tax.

## **Feedback on specific projects**

All of the projects had a least one person who specifically mentioned that project should be included in the program and one person who said it should not be included. Any project that was mentioned more than once is included below. The number of respondents who made the same specific comment is in parentheses after the comment.

Respondents felt the following projects should be included in the program:

- 1 – Hwy 47 Bypass (6)
- 4 – Farmington/173rd-185th (2)
- 5 – Murray Blvd./Farmington-Terman Improvements (5)
- 6 – Allen Blvd./Murray-Erickson (3)
- 7 – 72nd/99W-Bonita (3)
- 8 – I-5/217 Interchange (21)
- 9 – Tualatin/Sherwood Expressway (10)
- 11– Stafford Rd. Intersections (2)
- 15 – Hwy 43/Marylhurst Dr. Intersection (2)
- 16 – Hwy 43/Cedar Oak Intersection (2)
- 17 – Hwy 43/Pimlico Intersection (3)
- 18 – Washington Street Bridge (3)
- 20 – Sunnyside Rd: 122nd to 132nd (2)
- 24 – SE Foster Rd improvements (2)
- 26 – 5th St: Main St. To Cleveland St.(2)
- 33 – Carver Bridge (2)
- 34 – Lents Pedestrian and Bicycle Enhancements (3)
- 37 – 17th Ave: McLoughlin to Milwaukie City Limits (2)
- 40 – 39th/42nd Bikeway (7)
- 42 – 52nd/53rd/57th Bikeway (2)
- 43 – Holgate Bikeway (4)
- 44 – Hawthorne Blvd: 32nd to 39th (4)
- 45 – Burnside Bike Lanes (3)
- 47 – NE Tillamook Bikeway (3)
- 51 – Central Eastside Access/Water Ave. Extension (4)
- 52 – Willamette River Bridges Bike and Pedestrian Access (6)
- 53 – Broadway Bridge Rehabilitation (12)
- 54 – Burnside Bridge Rehabilitation (8)
- 55 – Hawthorne Bridge Rehabilitation (8)
- 56 – Morrison Bridge Rehabilitation (7)
- 57 – West Burnside Redevelopment (3)
- 58 – NW Lovejoy Reconstruction (4)
- 60 – N Vancouver/Williams Bike Lanes (3)
- 63 – Hillsdale Town Center (2)
- 67 – S Rivergate Rail Overpass (1)
- 68 – Expand Citywide Signal System (3)
- 69 – Signal Optimization (2)

Respondents felt the following projects should not be included:

- 1 – Hwy 47 Bypass (5)
- 2 – TV Hwy/Yew Street to Cornelius East City Limits (3)
- 3 – 209th/Kinnaman (7)
- 5 – Murray Blvd./Farmington-Terman Improvement (3)
- 9 – Tualatin/Sherwood Expressway will kill this whole program (17)
- 12 – Boones Ferry: Madronna to Country Club Rd (2)
- 13 – A Street: 3rd to State Street (3)
- 14 – Hwy 43 Improvements (2)
- 15 – Hwy 43/Marylhurst DR Intersection (2)
- 17 – Hwy 43/Pimlico Intersection (2)

- 27 – Wallula Ave: Division St. To Stark St. (2)
- 29 – Halsey St: 223rd Ave. To 238th Ave.(3)
- 32 – Frontage Road Congestion (2)
- 33 – Carver Bridge (2)
- 34 – Lents Pedestrian and Bicycle Enhancements (2)
- 39 – SE McLoughlin Neighborhood Traffic Calming (2)
- 40 – 39th/42nd Bikeway (2)
- 42 – 52nd/53rd/57th Bikeway (2)
- 43 – Holgate Bikeway (3)
- 46 – NE Broadway/Weidler (2)
- 47 – NE Tillamook Bikeway (3)
- 50 – NE 42nd Traffic Calming (2)
- 58 – NW Lovejoy Reconstruction (2)
- 59 – N Greeley/Interstate Bikeway (3)
- 60 – N Vancouver/Williams Bike Lanes (2)
- 61 – SW Vermont Traffic Calming (4)
- 63 – Hillsdale Town Center (2)
- 64 – St. Johns Neighborhood Truck Protection (2)
- 66 – N Marine Drive Freight Improvements (2)
- 68 – Expand Citywide Signal System (3)
- 69 – Signal Optimization (2)

Other project specific comments:

- Project 9 – Tualatin/Sherwood Expressway is needed but has serious environmental and wetlands impacts
- Project 17 – Hwy 43/Pimlico Intersection creates a problem at Jolie Pointe where it intersects with Hwy 43.
- Do not build projects 1 - HWY 47 Bypass or 9 – Tualatin-Sherwood Expressway without considering access issues. Respondents felt these projects will create additional congestion problems if new development occurs along the new facilities.
- The railroad should help fund project 30 – 223rd Ave. Railroad Overcrossing
- Include expressway from I-5 to 99W

**Other Suggested Project Needs**

Washington County project needs:

- West Union from 143rd to 185th needs bike and pedestrian facilities
- Improve Hall Blvd. between Nimbus and Scholls Ferry Rd.
- Expand Farmington from Murray to 209th
- Include Farmington Rd. between Murray and Lombard
- Include Canyon between 142nd and 110th
- Include intersection of Garden Home and Oleson (3)
- Relieve congestion on 99W between Hwy. 217 south to Durham
- Fix Scholls Ferry at Beaverton Hillsdale Hwy, Oleson Rd. (5)
- Right turn lane needed on Hwy 99W to Beef Bend Rd.
- Sidewalks and bike lanes on SW 198th from TV Hwy to Farmington
- Freeway from Tualatin to North Plains
- Need Bike and Ped facilities on Oleson Rd from Garden Home to Hall Blvd.
- Include Evergreen Rd by Jackson School Rd in Hillsboro
- Build overpass or turn lanes at intersection of Hwy 26 and Jackson School Rd
- Tualatin Valley Hwy east of Shute Park needs a middle turn lane



- Safe pedestrian crossings are needed on TV Hwy between 160th and 209th
- Include the overpass at Jackson and Hwy 26
- Westside Bypass from Tualatin to Hwy 26 at Cornelius Pass Rd.
- Pedestrian improvements are needed at 198th between the TV Hwy and Farmington Rd.
- Put truck and commercial vehicle only lane on 217
- Improvements needed on Canyon Rd including better lighting, bus shelters, and speed bumps to slow speeds at intersection with 87th
- Need bikeways parallel to 217
- Bike and ped improvements are needed for Oleson Rd between Vermont and Hall
- Replace Lafollett Bridge over Tualatin River
- 174th between Bronson and West Union Rd needs to be widened and straightened
- Signal improvements are needed at I-5 and Boones Ferry

Clackamas County project needs:

- Include improvements to Borland Rd.
- Everything east of Sunnyside Rd. needs bike and ped improvements
- Improve Hwy 212 at intersection with SE 232 in Clackamas
- Build bridge to link Oak Grove and Lake Oswego/West Linn
- Improve intersection at Hwy 99W and I-5 (2)
- Wider bridge between Oregon City and West Linn over the Willamette
- Improve Sunnyside Rd from 153rd to 142nd (2)
- Address congestion on Hwy 43 in West Linn
- Include Stafford Rd and Borland projects
- Upgrade Hwy 43
- Need additional Hwy 43 improvements in West Linn
- Need to improve intersection of Hwy 43, Terwilliger and Stampher
- Improve I-205 Sunnyside intersection
- Include I-205 Estacada intersection
- Include I-205/West Linn Oregon City Bridge
- Hwy 212/224 at I-205 at 82nd Drive
- Improve Maple Lane from Oregon City to Redland

Multnomah County project needs:

- Walking paths are needed on SW Shattuck and Capitol Hwy
- NE Sandy should be included for improvements
- Re-pave street from Broadway Bridge to NW Hoyt
- De-couple Morrison/Belmont
- Bike path from Halsey St. south under I-205 to Oregon City
- Put bike lanes on Skyline Blvd.
- Sidewalk on SW 35th from Huber to SW Stephenson
- Bike lanes and access to Ross Island Bridge
- Build vehicle and truck tunnel under west hills from St. Johns Bridge to Tualatin Valley
- Improvements needed on Capitol Hwy
- Include safer west side bike route over west hills via Cornell and Barnes Burnside
- Make NE Broadway and Weidler two way streets
- Signal needed at N Cook and N Vancouver for north bound traffic from Fremont Bridge off ramp
- Improve bike and ped access on Terwilliger Blvd. from Boones Ferry Rd to Lewis and Clark College
- Relieve traffic congestion on SE Tacoma on west side of Sellwood Bridge
- Complete Springwater Bike Trail

- Extension of 257th south from Division to Hwy 26
- Fairview Blvd. in Portland needs calming and speed bumps
- Improve bike access to North Portland
- Widen Skyline Blvd. from Sylvan to Burnside and from Burnside to Cornell.
- Include Steel Bridge improvements
- Address congestion problems on Barber, Terwilliger and Boones Ferry Road
- Address congestion problems in downtown Portland
- Include intersection of NE 33rd and Columbia
- Cosmetic changes won't make the Sellwood Bridge safer
- Make the Sellwood Bridge a bike and ped only river crossing (2)
- St. Johns Bridge- get rid of truck traffic and make into 2 lane only
- Slow down traffic on Hwy 30 through Linnton area
- Fix Sandy/Burnside intersection
- Left turn lanes on 43rd and Burnside
- Traffic Calming on SE Woodstock from 28th to 52nd
- Bike lanes and sidewalks needed on Taylor's Ferry Rd from Macadam to 17th
- Need method for bikes to cross the Willamette at I-5
- Change Belmont and Morrison back to two way streets in Buckman
- Concerned about the expansion of the Port of Portland and West Hayden Island project
- Why isn't Capitol Highway on the list?
- Improvements are needed on Sandy (parking b/t 40 and 42nd, allow left turn onto 42nd for east bound traffic
- Put a bike lane on Sandy Blvd.
- Improve bike access to bridges
- Explore ped only zones for the city of Portland
- Improve auto approaches to downtown bridges, particularly Ross Island
- Speed bumps are needed on 202nd between Stark and Glisan
- Improve Hwy 43 from Terwilliger to the Sellwood Bridge
- Redevelop NE 72nd, Sandy/Fremont intersection
- Pedestrian improvements needed on Barbur Blvd. from Terwilliger Bridge south 1/2 mile
- Need better bike access along SE Tacoma from McLoughlin to the Sellwood Bridge
- Traffic problems related to Rivergate and in St. Johns must be a priority
- Ramp meter from NE Grand to east bound I-84 would help

Project needs in multiple counties within the region:

- Widen area freeways
- Bike routes from downtown Portland to Beaverton
- Build light rail from Washington Square to Portland
- Improve Hwy 43 from Sellwood Bridge to Lake Oswego
- Sunset Corridor from Portland to NW 185th needs improvements, light rail will not be enough to solve the problems (3)
- Improve I-205 bike path crossing at Powell, Division and Hwy 212/224

Project needs outside the Metro area:

- Build toll road from 99W in Newberg to Dundee

ISTEA REAUTHORIZATION  
PORTLAND, OREGON  
REGIONAL POSITION PAPER

I. Introduction

The transportation providers of the Portland region believe there is a national interest in transportation that should be reflected in the programmatic emphasis in the next ISTEA. This national interest should focus on maintaining and improving metropolitan mobility to support the economic engines of the country and further international competitiveness. Second, it should maintain and improve vital connections between metropolitan areas. Finally, effective connections to international passenger and freight terminals to access the global marketplace are critical.

In order to ensure these national interests are accomplished through the distribution of federal transportation funds, a programmatic approach, rather than a block grant approach, is most appropriate. The current ISTEA, with several improvements, provides an excellent model for such an approach to the next ISTEA. The ground-breaking changes in flexible financing, local control and public involvement embodied in the passage of ISTEA in 1991 were a major step forward in transportation development. Reauthorization of ISTEA should focus on building on the strengths of this landmark legislation rather than on major rollbacks or wholesale changes.

The region would like to highlight the following issues for consideration during the reauthorization of ISTEA:

II. Substantive Issues

1. MPO Role in Decision-Making. We believe that the increased local and state role in transportation decision-making is one of the most important advances in ISTEA. The region strongly supports continuing a strong MPO role in planning, project selection, joint TIP/STIP approval, and public involvement. The MPO role in ISTEA has improved the partnership of local government officials, state departments of transportation and other transportation interests and should be reinforced in reauthorization.
2. Joint MPO/State DOT Approval of TIPS. Joint approval of state and metropolitan Transportation Improvement Programs (TIP) in each metropolitan area ensures a partnership approach to solving transportation problems. Typically, the state DOT is responsible for only a part of the transportation system and cities, counties, transit districts and port districts are responsible

for the balance. Through a partnership approach, transportation investment decisions can be made to ensure the system as a whole meets the needs of the public and responds to the federal interest. Often in a complex metropolitan area, trade-off decisions must be made to determine which improvements to which part of the system can most effectively meet the needs. In addition, it is critical that transportation investment decisions are coordinated with land use decisions for the region which typically rest with local governments rather than the state DOT. Joint approval of the TIP assures that all parties responsible for the transportation system are party to making the priority decisions about its improvement.

3. Flexible Funding. The region supports maintaining and, where appropriate, expanding flexible funding. Flexibility gives local and state governments and citizens the opportunity to craft the most appropriate local solutions to transportation needs. Flexible funding has been a key component of this region's effort to respond to the demands of growth, address congestion and freight mobility needs and preserve livability and environmental quality.

The region agrees with other major user groups that there should not be any additional categorical funding allocations in the next ISTEA as these have the effect, particularly in the environment of reduced or level funding, of actually reducing rather than increasing flexibility. The region supports expanding the flexibility of existing STP and CMAQ funds to address freight, rail, intermodal and other needs. In addition, the region supports maintaining the existing flexibility provisions for the NHS program.

4. Discretionary Section 3 "New Start" Program. The region supports the continuation of a discretionary Section 3 "New Starts" program. The program is the only way for urban areas to implement large-scale innovative transit alternatives to new freeway construction. Opportunities to leverage private sector investments are substantially enhanced with the existence of a categorical program and predictable funding allocations. The existence of a categorical program and the scale of investment accommodated by the New Start program is critical to the integration of long-range transit development and land use planning efforts such as that underway in the Portland region.
5. New Start Evaluation and Land Use Benefits. The region believes that one of the most important benefits of the

Section 3 New Start program is the opportunity it offers communities to reduce urban sprawl and its associated costs. The new ISTEA should direct FTA to include the benefits of improved land use and the reduced costs of sprawl in the analysis for new rail projects. Projects which can demonstrate the reduced costs of sprawl through legally binding land use requirements should be given additional consideration in the allocation of New Start funding.

FTA should be encouraged to continue its efforts to include in its evaluations the value of reduced sprawl, reduced utility costs, road construction and maintenance costs, air pollution and other benefits associated with the more compact development pattern attainable with integrated transit development and land use planning.

6. Blanket Authorization of Contingent Commitments and Existing Full-Funding Grant Agreements. The region supports the en bloc authorization of contingent commitment projects and carryover Full-Funding Grant Agreements. Failure to authorize these projects would unfairly penalize communities that have moved forward with the expenditure of local and state funds under the spirit and the letter of ISTEA's contingent commitment provisions. The level of local trust and cooperation with the Federal Government would be seriously harmed if contingent commitment projects are not authorized as indicated in ISTEA. Not authorizing contingent commitment projects will send a signal to the private sector that public sector financing is unreliable and would reduce future opportunities for public-private ventures. En bloc reauthorization of carryover Full-Funding Grant Agreements is critical to complete projects in mid-stream. In many cases, appropriations for these projects have not kept pace with the amount authorized in the current ISTEA and contracted for in these Full-funding Grant Agreements. The remaining appropriation must be provided for in the next ISTEA.
7. Innovative Financing. The flexible funding provisions of ISTEA provided important new tools for local communities to address their transportation needs. However, transportation infrastructure needs still far outstrip local, state and federal resources. Additional innovative financing mechanisms should be explored and local jurisdictions, MPOs and states should be given a broader range of tools to address funding shortfalls. In particular, the region supports expanded authority for tolling federal facilities to address mobility, freight movement and congestion demands. In addition, expanded opportunities for public-private partnerships

could allow greater private sector participation in transportation financing.

8. Increased Funding. ISTEA recognized the critical link between transportation investments and economic development, increased productivity and individual opportunity. Funding for ISTEA programs should be increased to reflect this critical linkage. To maintain the equity and flexibility in ISTEA, the existing funding ratios between highways and transit should remain constant.
9. Reject Rollbacks. The region does not support the rollback or elimination of major elements of ISTEA, such as local control, public involvement or joint MPO/state DOT approval of TIP/STIP. The passage of ISTEA resulted in improved coordination between the state, region and federal transportation providers. The benefits to the taxpayers are a more efficient use of existing transportation investments and the construction of new investments that best reflect their individual community needs. In this region, the experience of ISTEA has been a positive one and has resulted in a greater degree of public involvement in and support for the transportation investments.
10. Innovative Finance. Steps taken in ISTEA to authorize innovative methods for financing transportation facilities is very helpful. These should be nurtured and expanded in the next ISTEA authorization bill.
11. Many of the highway funding distribution formulas are biased against Oregon, resulting in the state being in a "donor" status, paying more into the federal trust fund than returns through ISTEA. These formulas should be revisited to correct this problem.

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