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**METRO**

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

Date: FEBRUARY 8, 1996

Day: THURSDAY

Time: 7:15 a.m.

Place: METRO, CONFERENCE ROOM 370A-B

- *1. MEETING REPORT OF JANUARY 11, 1996 - APPROVAL REQUESTED.
- *2. RESOLUTION NO. 96-2260 - 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 - APPROVAL REQUESTED - Andy Cotugno, Metro; John Kowalczyk, DEQ.
- *3. ISTEPA POLICY POSITION PAPER - ADOPTION REQUESTED - Andy Cotugno.
4. UNION PACIFIC/SOUTHERN PACIFIC MERGER - INFORMATIONAL - Dave Lohman, Port of Portland.

*Material enclosed.

MEETING REPORT

DATE OF MEETING: January 11, 1996

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Susan McLain and Don Morissette, Metro Council; Ed Lindquist, Clackamas County; Earl Blumenauer, City of Portland; Gerry Smith, WSDOT; Bob Post (alt.), Tri-Met; Rob Drake, Cities of Washington County; Greg Green (alt.), DEQ; Craig Lomnicki, Cities of Clackamas County; Dave Lohman (alt.), Port of Portland; Bruce Warner, ODOT; Tanya Collier, Multnomah County; Les White, C-TRAN; Roy Rogers, Washington County; Dean Lookingbill (alt.), Southwest Washington RTC; and Claudiette LaVert, Cities of Multnomah County

Guests: Brian Doherty, Miller, Nash; Pat Collmeyer, Neil Goldschmidt's Office; Neil Koehler and Tom Novick, Northwest Bio-Products Coalition; John Kowalczyk, Howard Harris, Andy Ginsburg and Annette Liebe, DEQ; Rod Sandoz and John Rist, Clackamas County; Steve Dotterer, Kate Deane, Elsa Coleman, and Meeky Blizzard, City of Portland; Henry Hewitt, Oregon Transportation Commission; Gregg Kantor, Kantor & Associates; Mary Legry (JPACT alt.), WSDOT; Susie Lahsene, Port of Portland; Kathy Busse, Multnomah County; Jay Mower, Hillsboro Vision Group; Bernie Bottomly and David Yaden, Tri-Met; Ross Harris, Citizen; Dave Williams, ODOT; and John Rosenberger, Washington County

Staff: Andy Cotugno, Rich Ledbetter, Gina Whitehill-Baziuk, 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

Mayor Lomnicki moved, seconded by Mayor Drake, to recommend approval of the December 14, 1995 JPACT meeting report as written. The motion PASSED unanimously.

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

Andy Cotugno explained that this would provide an amendment to the Metro Transportation Improvement Program (MTIP) to include an additional \$1.3 million of Congestion Mitigation/Air Quality (CMAQ) funds to be programmed for Eugene-Portland rail service as part of Amtrak expansion plans. A breakdown of costs included \$728,000 being provided by Amtrak; \$1 million provided through oil overcharge funds; and \$1.3 million being sought from CMAQ funds.

Andy noted that the CMAQ funds are intended for an experimental program allowed under current federal CMAQ program guidelines. The project includes air quality benefits in the areas of Volatile Organic Compounds (VOC) and carbon monoxide (CO). It does produce a slight increase of Nitrogen Oxides but is within the growth cushion. It represents an added amount to the TIP and does not affect other projects in the TIP.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 96-2263, amending the MTIP to program CMAQ funds for operation of Willamette Valley high-speed rail. The motion PASSED unanimously.

COMMUNITY BRIDGE AND ROAD PROGRAM

Commissioner Lindquist reported that the JPACT Finance Committee met several times to develop a package for a September ballot measure that will not be in conflict with the Governor's transportation initiative. Work to construct the package is being done with the help of consultants. He noted that it could result in a registration fee that could be sponsored by Metro or Tri-Met.

A document summarizing public comment obtained through six public hearings and a hot line was distributed. Andy noted that meetings were held with 20-25 different interest groups, maps displayed, a 15,000 household mailer was distributed to obtain public comment, and a hotline was put in place to receive further comments. Copies of individual testimony were also included in the document in addition to the summary.

Commissioner Lindquist reported that there is a high level of interest and need but there is also a sentiment against increased taxes. It is evident from public comment that what is being proposed doesn't solve the perceived problems. The proposed package simply wouldn't pass. He cited the need to determine if there are projects that are more regional in scope for consideration, the kinds of improvements the public wants to support,

whether it should be a local or Metro measure, how this package should be integrated with the state effort, and the source of funds.

The intent is to work with the Governor and ODOT. Henry Hewitt, Chair of the OTC, emphasized the need to integrate the regional effort with that of the state and to view this region as part of one system.

RESOLUTION NO. 96-2260 - 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

Andy Cotugno noted that Metro and DEQ have been working in an ongoing effort on air quality issues. All of the actions identified in the RTP to address air quality have been implemented. The Clean Air Act requires that the region must be redesignated from nonattainment to attainment and demonstrate that it can stay in attainment for a 10-year period in an air quality maintenance plan. Andy commented on the original Task Force efforts to identify air quality measures, noting there are still some issues to be resolved. He cited the need to preliminarily adopt the recommendation so that DEQ can meet its deadline for submission to the EQC. Unresolved issues will be taken up at the February 8 JPACT meeting.

John Kowalczyk of DEQ reported that all the relevant Metro committees have been briefed. They are now seeking recommendations which reflect TPAC's preliminary CO and Ozone Maintenance Plan recommendations. John then reviewed the exhibits to the resolution.

John pointed out that interim measures and UGB issues are enforceable measures to be incorporated in the plan. TPAC is comfortable with the land use section of the TCM's, which he then reviewed. John also noted that TPAC was supportive of the ECO program with a 10 percent trip-reduction program and a voluntary parking ratio program. The industrial growth cushion will have to be reduced. Industry would rather go along with this concept than have ECO made tighter. A regional increase of transit service of 1.5 percent is assumed in the plan. Also accounted for as TCM's are completion of Westside light rail, the South/North LRT program, and increased transit service for the Central City.

Chair Monroe reported that there are ongoing discussions between MPAC and JPACT on parking ratio compromises that might turn out not to be voluntary. He questioned whether that would make any

significant difference. John Kowalczyk felt it would be supportive. Maximum regional ratios would complement the parking provisions of the plan. John cited other TCM's such as multi-modal facilities, bike lanes and pedestrian facilities. He emphasized that it was his understanding that EPA will allow TCM substitution for emission reductions.

In review of Exhibit B, John pointed out that it represented an emissions budget rather than a build/no-build mode. It is a declining budget for transportation emissions over the next 10-year period. John explained that, for RTP and MTIP conformity, the region must show a 20-year projection. He noted that these plans are contingent on EPA approval.

Exhibit C shows that because CO is a hotspot problem, there needs to be three CO emission budgets. John explained that TPAC was uncomfortable about the safety margin and the sanctions that might be imposed if the region exceeds the airshed capacity. Commissioner Blumenauer expressed concern that the region might deliberately take action that would deteriorate air quality. He noted that it is not just a safety margin but constitutes a health issue and felt there should be more discussion on this issue. He cautioned taking any action that would lessen the region's air quality standards.

In response, Greg Green cited DEQ's responsibility to meet the air quality standard and felt that the public's health would be protected. In the first 2-3 years, there would be increased emissions but, in the next 4-5 years, there would be little difference whether or not oxygenated fuels are used.

John reported that TPAC was leaning toward Options 3 and 4 of Exhibit C (relating to oxygenated fuels). TPAC was interested in gaining further information from the ethanol and petroleum industry and on costs to the consumer. They also wanted information relating to the status of oxygenated fuel on the Vancouver side of the river. Gerry Smith reported that they are working on their Ozone and CO plans and an enhanced vehicle inspection program. He didn't believe that Seattle has made a recommendation as yet. He felt that oxygenated fuels might not be necessary in the future.

Councilor Morissette noted that the 2040 goal is to reduce VMT and live in a more compact urban form. He is on record as not agreeing with some of the assumptions on buildable lands, noting that he favors a small Urban Growth Boundary addition. He raised a concern relating to regulations at the state level which blindly protect EFU land as indicated by the modeling on the Growth Concept. He commented that we don't have jobs and infrastructure located very close to one another. He cited the need to allow the region to grow enough to survive and function

and felt that some of our state goals are in conflict. He asked for a fair distribution of growth and short commutes. He felt that the potential for job creation in the future is larger and there is need to address the use of EFU land.

Councilor McLain commented that her concern with the document is that oxygenated fuel is something in place that the public has accepted, has dealt with, and has helped the region meet its air quality goals. She cautioned that we should not lose something that is working for the region, citing a regional responsibility to keep things intact that are working. She wanted to be assured that it was a worthy program, noting that she favored Option 4 of Exhibit C (to keep the wintertime oxygenated fuel program indefinitely).

Commissioner Rogers asked whether any analysis had been done on the health problems and cost aspects of fuels. He felt that the program was being weighed in terms of cost-effectiveness as opposed to the health aspects. John Kowalczyk responded that 9 ppm is based on providing some safety margin for sensitive individuals. He noted that costs can be calculated in many ways. John assured the Committee that such information will be provided before a decision is made. He noted that 10 percent ethanol is added in this region and that ethanol has less BTU's per gallon than petroleum, which results in a 1-3 percent loss in fuel economy.

Andy Cotugno cited the need to adopt the emissions budget. Each year, the region needs to demonstrate that the emissions stay within that budget. Andy pointed out that the Committee doesn't have to deal with the oxygenated fuel issue and could leave it to the Environmental Protection Agency (EPA). In any event, the budget would be set higher without the oxygenated fuel program or lower with it. TPAC is leaning toward Options 3 and 4.

Action Taken: Commissioner Collier moved, seconded by Commissioner Lindquist, that Option 3 (to keep the wintertime oxygenated fuel program until the winter of 1998-1999 when enhanced vehicle inspection is fully phased in) be accepted at least until the winter of 1998-99 at which time it will be re-evaluated as to whether it's still needed.

In discussion on the motion, Bruce Warner suggested that this issue be coordinated and discussed further with Clark County.

Dave Lohman felt there are a lot of variables. He indicated he didn't understand what reducing the growth margin really means or the impact of Option 3 which is tied to ozone, fuel and NOx.

Commissioner Lindquist spoke of ozone formations in Clackamas County, noting his concerns about growth there in the 2040 Growth Concept plan.

In calling for the question, the motion PASSED. Councilor Morissette, Councilor LaVert, Dave Lohman and Commissioner Rogers abstained.

Contingency plans for the Ozone and CO Maintenance Plans were reviewed (Exhibits D and E) to serve as back-up measures in the event the plans fail.

Action Taken: Commissioner Collier moved, seconded by Commissioner Lindquist, to preliminarily recommend adoption of Resolution No. 96-2260 with final action to be taken at the February 8, 1996 JPACT meeting. The motion PASSED. Councilor Morissette abstained.

ISTEA REAUTHORIZATION

Andy Cotugno explained that 1996 is the year that Congress will revisit ISTEA in a process that will redefine and redirect policy. ISTEA represents a six-year bill and the funding provided extends through FY 97. Andy asked for feedback from JPACT members on issues to be addressed for incorporation into a position paper.

Andy noted that a number of parties in the region are starting to participate in national associations in D.C. Those organizations will be dealing with ISTEA reauthorization, emphasizing the importance of a common position. Andy felt the region should be concerned about policy direction that affects flexibility and funding for projects such as South/North light rail. He also felt Committee members should be thinking about other projects we wish to advocate.

ODOT is convening a statewide group for support of a common ISTEA position paper and an effort is underway by Metro to coordinate that undertaking.

Commissioner Lindquist commented that the state supports the MPO's not having to say where the funds go. The majority of states in this nation also take that position. He noted that 42 states are favoring state control.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

Date: January 30, 1996

To: JPACT

From: John Kowalczyk

Subject: Resolution No. 96-2260, Final Recommendations

The attached draft resolution reflects final recommendations made by TPAC at their January 26, 1996 meeting. Please note the following:

BE IT RESOLVED 5., Industrial Growth Allowance

This provision was added by TPAC to address concern, principally from the Port of Portland, that the reduced industrial growth allowance may not be sufficient. If the growth allowance is used up, emission offsets would be required. A split vote (7 to 6) appeared to reflect views that sufficient evidence was not provided that the proposed industrial growth allowance is, in fact, inadequate. In making this recommendation it was understood by TPAC, and it should be understood by JPACT, that if Metro itself creates some additional enforceable vehicle emission reductions through TDM or other measures, these would be used to increase the industrial growth allowance instead of being used as a substitute transportation control measure or credited against the transportation emission budget.

TPAC did ask DEQ to be certain that JPACT understood why a reduction in the industrial growth allowance has been proposed. In summary, DEQ has proposed to reduce the approximately 1100 ton per year VOC industrial growth allowance recommended by the Governor's Task Force on Motor Vehicle Emission Reductions in the Portland Area (based on the historic industrial growth rate) to approximately 500 tons per year. This action was proposed because of a shortfall in the expected voluntary unused industrial permitted emission donation program and because DEQ believes it is more prudent to implement less stringent ECO, Parking Ratio and Vehicle Inspection Boundary Expansion programs. TPAC considered details of this proposed action and concurred at their January 3, 1996 meeting.

While prominent representatives of industry are concerned about the reduction in the growth cushion, they recognize that advancements in new emission control technology may result in industrial emissions increasing at less than the historic growth rate. These industrial representatives also recognize the substantial political resistance to more stringent ECO, Parking and Vehicle Inspection Program Boundary expansion programs.

DEQ is committed, if possible to increasing the industrial growth allowance in the future. Such actions as plant closures, and future voluntary donations of unused permitted emissions may provide additional means of increasing the growth allowance.

EXHIBIT A, 1., Metro 2040 Growth Concept

The title was changed from the Metro 2040 Land Use Plan to the Metro 2040 Growth Concept to more accurately reference the land use and transportation aspects of the Plan. The UGB expansion assumed in the transportation-emission model of the 2040 Growth Concept is approximately 4000-5000 acres.

EXHIBIT A, item 2., Central City Parking Requirements

Numerous parts of the 199 page Central City Transportation Management Plan Zoning Code have been identified by the City of Portland and DEQ as appropriate for inclusion in the CO maintenance plan. Anyone wishing to review this material prior to the JPACT meeting should contact Howard Harris @ 229-6086.

EXHIBIT B, item 1., Increased Transit Service

(a) The Central City transit service increase assumed in the maintenance plan has been incorporated into the regional transit increase language. A provision has been included to allow scaling down either or both transit service increases if actual employment growth in either or both areas is less than currently projected.

(c) An equivalent High Capacity Transit alternative for the South/North Light Rail Transit Line has been deleted. Since the proposed maintenance plans will provide for the substitution of Transportation Control Measures which achieve equivalent emission reductions, Metro may pursue such an alternative in the future if necessary. Should either transit service option or other equivalent Transportation Control Measures be found not feasible by Metro, DEQ would need to identify an equivalent emission control strategy and modify the maintenance plan accordingly.

EXHIBIT B, item 2., Bicycle and Pedestrian Facilities

(a) TPAC replaced bike lanes with bike facilities in line seven. This action was taken because of concerns that bike lanes would be unreasonable in certain circumstances.

The Bicycle Transportation Alliance representative was not at the TPAC meeting to react to the above change. DEQ was concerned that the change may render this requirement unclear. Further research indicates that the Bicycle and Pedestrian Plan of the 1995 Oregon Transportation Plan provides clear yet flexible design guidelines that establish criteria for the appropriateness of bike lanes, shoulder bikeways and shared road facilities. Therefore, it is suggested that JPACT consider substituting the following wording:

a. Multimodal facilities.

Consistent with ORS 366.514 and the design guidelines contained in the 1995 Oregon Bicycle and Pedestrian Plan, 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.

(b) TPAC replaced the Bicycle Lane title of this provision with Bicycle Facility.

In this case the change appears appropriate as the details in this provision define what type of bicycle facilities would meet this requirement, that is specific bicycle lanes, shoulder bikeways or multi-use trails.

EXHIBITS B and C, Emission Budgets beyond 2006

The language included in the Ozone and CO Transportation Emission Budget items references Metro's 2040 VMT constrained transportation emission forecasts beyond 2006 as the transportation emission budgets beyond 2006. This approach which should avoid conformity problems beyond 2006 appears to be acceptable to EPA.

EXHIBIT C. Oxygenated Fuel

TPAC endorsed the preliminary recommendations of JPACT to keep the oxygenated fuel requirement until the winter of 1998-1999 at which time it would be reevaluated as to whether it is still needed.

TPAC was provided with the latest cost impact information on oxygenated fuel submitted to DEQ by the Petroleum and Ethanol Industries. This information is summarized in the attached chart. DEQ has not fully analyzed this information and does not have a position on the cost impact at this time. TPAC indicated that this cost information did not change their views on the issue.

EXHIBIT D, Ozone Contingency Plan

Concern was raised that the Downtown Portland Parking Lid was referenced in the ozone attainment plan as well as the CO attainment and therefore it would need to be included in the ozone contingency plan and automatically reinstated if a violation of the ozone standard occurred. Further research into this issue concluded that, while mentioned in the ozone attainment plan, no emission reduction credit was taken for this measure. Therefore, the parking lid would not need to be included in the ozone contingency plan.

EXHIBIT E , CO Contingency Plan

TPAC raised the question whether the downtown parking lid would reinstated if a CO violation occurred at the 82nd monitoring site. DEQ is researching this question with EPA. We hope to have an answer by the time of the JPACT meeting.

Summary of Oxygenated Fuel Cost Impact Information Submitted to DEQ (1)

Revised 1/25/96

From Western States Petroleum Association

	Annual Cost	Equivalent \$/gal
Fuel Economy Loss (1.9% loss)	\$4,404,200	
Wholesale Cost Increase (2)	\$2,955,800	\$0.016 (3)
Federal Subsidy	\$7,750,000	

From Northwest Bio-Products Coalition

Fuel Economy Loss (4)		
Producer Cost (5)		
Producer who does not modify subgrade	\$380,815	\$0.003 (6)
Producer who modifies subgrade	-\$399,312	-\$0.007 (7)
Federal Renewable Alcohol Excise Tax Exemption		\$0.0 (8)

(1) Based on 183,968,547 gallons of gasoline sold from November 1994 through February 1995.

(2) Use \$1.28/gallon cost for ethanol.

(3) Based on regular unleaded grade; WSPA indicated costs would not change significantly, or at all, if other grades were analyzed.

(4) Acknowledge EPA report of 1.9% loss but assert more than offset by lower gasoline prices in winter because of increased supply and lower demand.

(5) Use \$1.25/gallon cost of ethanol. Subgrade modification reduces octane (cost) of base gasoline which is compensated for by higher octane of ethanol.

(6) Average cost of all grades (for regular grade only, cost was calculated at \$0.014. Dollar amounts are based on estimated 31% market share for producer modified subgrade, Multnomah County year end 1994 fuel sales.

(7) Savings

(8) Net savings to the federal treasure indicated by September 14, 1995, report from the Resource Community Development Division of Government Accounting Office (95-273R); response to Senator Grassle, i.e., more planting of corn for ethanol production reduces farm subsidies.

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 Transportation Emissions Budgets to be included in the Portland region's Ozone and Carbon Monoxide (CO) Maintenance Plans.

The Transportation Policy Alternatives Committee (TPAC) recommended approval of Resolution No. 96-2260 at its January 26 meeting. In reviewing the resolution and exhibits, TPAC took action on three specific items:

1. Bicycle Transportation Control Measures. TPAC recommended that the language in Exhibit A, item B.2.a. and B.2.b. reflect that bicycle "improvements" should be defined as "facilities" as opposed to "lanes." This language would allow for more flexibility in defining specific and appropriate language on a project-by-project basis. The new language is included in the attached Exhibit A.
2. Industrial Growth Cushion. TPAC recommended that language be added to Exhibit B that would direct that any future emission surplus be applied to the industrial growth cushion to the level that the cushion was originally set during the 1992 Governor's Task Force on Vehicle Emission Reductions in the Portland Area. That language is included on Exhibit B.
3. Oxygenated Fuels. TPAC reviewed new cost information from representatives of the petroleum and ethanol industries. Upon review, TPAC has concluded that there is not sufficient information to warrant a change to the tentative position JPACT took at its January 11 meeting. That position was to maintain an oxygenated fuel program through the 1998-99 season at which time the program will be re-evaluated for continuation into future years.

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 recommend strategies to reduce motor vehicle emissions 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 Emissions Budgets to be used to determine conformity of regionally significant projects, Transportation Improvement Programs and Regional Transportation Plans. New conformity procedures will eliminate the 1990 emission cap and build/no-build tests and substitute the 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.

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.

5. That the Metro Council and JPACT recommend to the Environmental Quality Commission that emission reductions achieved from strategies that are not required by the Ozone and Carbon Monoxide Maintenance Plans be earmarked to increase the

industrial source growth allocation up to the tonnage recommended by the Governor's Task Force on Motor Vehicle Emission Reductions in the Portland Area.

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 Growth Concept (included in both CO and ozone maintenance plans).

Metro's 2040 Growth Concept 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.

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

City of Portland Zoning Code provisions related to parking in the area covered by the Central City Transportation Management Plan agreed on by DEQ and the

City will be included in the CO maintenance plan.

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 at the same work site.

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. This commitment includes an average annual capacity increase in the Central City area equal to the regional capacity increase. The level of transit capacity increase is based on the regional employment growth projections adopted by Metro Council on Dec. 21, 1995. These projections assume that the Central City will maintain its current share of the regional employment. Should less employment growth occur in the Region and/or the Central City, transit service increase may be reduced proportionally.

- b. Completion of the Westside Light Rail Transit facility.

- c. Completion of Light Rail Transit (LRT) in the South/North corridor by the year 2007.

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

- a. Multimodal facilities.

Consistent with ORS 366.514¹, all major roadway expansion or reconstruction projects on an arterial or major collector shall include pedestrian and bicycle

¹ This provides for the following exceptions:

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

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 facilities within the Metro boundary and shoulders outside the Metro boundary but within the Air Quality Maintenance Area.

b. Bicycle facilities.

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 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.

**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:

- Maintaining the wintertime oxygenated fuel program at least until the winter of 1998-1999 (when enhanced inspection and maintenance is fully phased in). At that time the program will be re-evaluated to determine whether it should be continued.

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.

**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 consider opting-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

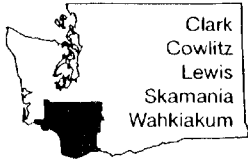
If reformulated gasoline is not implementable, the Department will convene an advisory committee to develop a congestion pricing program or identify an equivalent measure.

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.

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



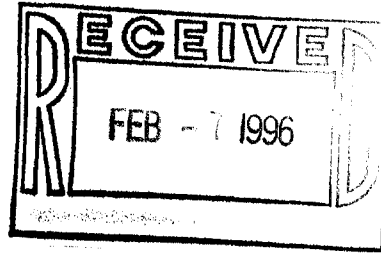
Southwest Air Pollution Control Authority

1308 NE 134th Street • Vancouver, WA 98685-2747

(360) 574-3058 • Fax: (360) 576-0925

TDD Accessible

February 6, 1996



Mr. Andrew Cotugno
Director of Planning
METRO
600 NE Grand Avenue
Portland, OR 97232

Re: Vancouver Carbon Monoxide Maintenance Plan Status

Dear Mr. Cotugno:

I would like to update JPAC on the status of Vancouver's Carbon Monoxide Maintenance Plan. The Southwest Air Pollution Control Authority (SWAPCA) Board of Directors formally adopted Vancouver's Carbon Monoxide Maintenance Plan after a public hearing on December 19, 1995. Our Carbon Monoxide Maintenance Plan calls for elimination of the winter oxygenated fuel program as soon as possible (i.e., as early as the winter of 1996/1997). Specifically, the program will be eliminated as soon as EPA approves the Vancouver Carbon Monoxide Maintenance Plan. At the request of SWAPCA, the Washington Department of Ecology (WDOE) held its public hearing on January 30, 1996 to decide whether the Vancouver Carbon Monoxide Maintenance Plan should be made a part of Washington's State Implementation Plan and sent to EPA for approval. WDOE has committed to work expeditiously to reach a decision so that the Carbon Monoxide Maintenance Plan can be sent to EPA for approval as soon as possible. In addition, EPA has indicated its commitment to review this filing in a quick time frame. Based on these commitments, SWAPCA anticipates eliminating our oxygenated fuel program prior to the winter of 1996/1997, but the actual elimination date will depend on EPA's approval schedule.

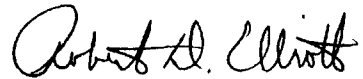
This decision by SWAPCA was possible because the EPA has approved the separation of the Portland, Oregon/Vancouver, Washington interstate carbon monoxide nonattainment area into two distinct nonattainment areas. This decision was published in the Federal Register on September 29, 1995 with an effective date of November 28, 1995. This separation process was initiated by the Oregon Department of Environmental Quality (ODEQ) about two years ago. Through rigorous analysis, ODEQ was able to provide sufficient technical documentation to the EPA to adequately assure EPA that Vancouver and Portland are two separate carbon monoxide airsheds. EPA believes any future problems will be hotspot in nature and therefore concluded that the carbon monoxide standard will be achieved in each state even with the separate areas.



As you know, SWAPCA and ODEQ have an excellent cooperative relationship through the joint filing which we must make for the Ozone Maintenance Plan. SWAPCA is committed to maintaining its excellent relationship with ODEQ far into the future.

I hope this information is helpful to JPAC.

Sincerely,

A handwritten signature in cursive script that reads "Robert D. Elliott". The signature is written in black ink and is positioned above the printed name.

Robert D. Elliott
Executive Director

State of Oregon
Department of Environmental Quality

Memorandum

Date: February 2, 1996

To: JPACT

From: John Kowalczyk

Subject: CO Contingency Plan.

At the TPAC meeting on January 26th, it was requested that the Department seek clarification from EPA regarding the implementation of the downtown parking lid as a contingency measure if a violation outside of the Central Business District was recorded. EPA has concluded that the downtown parking lid need only be triggered as a contingency measure if a violation is recorded in the Central Business District. Based on this information, DEQ proposes the following amendment to the CO contingency plan, Exhibit E:

(2) If a violation of the standard occurs **within the Downtown Parking and Circulation Policy Area, as defined in the 1982 CO attainment plan:**

- 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.

(3) If a violation of the standard occurs **outside of the Downtown Parking and Circulation Policy Area, as defined in the 1982 CO attainment plan:**

- 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.
- Oxygenated gasoline at 2.7% weight will be required.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1794



METRO

Date: February 7, 1996
To: JPACT
From: *AC* Andrew C. Cotugno, Transportation Director
Subject: **CO/Ozone Maintenance Plan;
Modified Language for Bicycle Facilities**

As part of their discussion on the CO/Ozone Maintenance Plan, TPAC at their January 26 meeting requested that the Transportation Control Measure (TCM) language for bicycles be re-evaluated prior to JPACT. The re-evaluation was to address the following:

- Ensuring consistency between the Regional Transportation Plan and the Maintenance Plan regarding the implementation of bicycle facilities; and
- Clarifying maintenance plan language intended to ensure consistent implementation and design of bicycle improvements with ORS 366.514 and the State Bike Plan. The statute requires construction of bicycle facilities in conjunction with roadway expansion or reconstruction projects. TPAC felt previous language was unclear and could be mistakenly interpreted to apply to routine preservation (overlays, etc.) projects.

The following language provides for RTP consistency and limits construction of new bicycle facilities to major roadway and reconstruction projects as define in the ORS.

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

a. Multimodal facilities.

Consistency with ORS 366.514¹, all major roadway expansion or reconstruction projects on an arterial or major collector shall include pedestrian and bicycle facilities 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 facilities *ways* within the Metro boundary and shoulders outside the Metro boundary but within the Air Quality Maintenance Area.

¹

- absence of any need
- etc.

b. Bicycle Facilities RTP Constrained Bicycle System

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 *in the Financially Constrained Network of* 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 funding cycle.

No change to the next paragraph.

B.2. APPROPRIATE FACILITIES

All-designed bicycle and pedestrian facilities attract users, while inadequate bikeways or walkways discourage users. Making urban streets more inviting to bicyclists and pedestrians also requires that adjacent land use, traffic speeds, transit access and street connectivity be considered in urban designs. Refer to design chapters for standards.

B.2.a. Rural Bikeways

On most rural roadways, shoulder bikeways are appropriate, accommodating cyclists with few conflicts with motor vehicles. In general, the shoulder widths recommended by AASHTO for rural highways are adequate for bicycle travel. These standards take into account traffic volumes and other considerations.

Shared roadways are adequate on low-volume rural roads, where motor vehicle drivers can safely pass bicyclists due to the low likelihood of encountering on-coming traffic.

Shoulder bikeways can be added to roads with high bicycle use, such as in semi-rural residential areas or close to urban areas. It may be appropriate to stripe and mark shoulders as bike lanes near schools or other areas of high use.

Even adding minimal width shoulders can improve conditions for bicyclists on roads with moderate traffic volumes. On roads with high use, it may be necessary to add full-width shoulders in areas of poor visibility due to topography.

B.2.c. Urban Bikeways

In urban areas, the need to provide special facilities for bicycle use is determined by the speed and volume of motor vehicle traffic.

Arterials and Major Collectors

The appropriate facilities are bike lanes, which:

- Help define the road space;
- Provide bicyclists with a path free of obstructions;
- Decrease the stress level of bicyclists riding in traffic; and
- Signal to motorists that cyclists have a right to the road.

Bike lanes also provide advantages for other users: they help buffer pedestrians from traffic, and increase motorist safety by improving sight distance.

On retrofit projects, where it is not physically possible to provide bike lanes, due to constraints such as existing buildings or environmentally sensitive areas, a wide outside lane may be substituted. A wide outside lane should only be considered after other options have been pursued, such as narrowing or removing travel lanes or parking. Wide lanes allow motor vehicles to pass a bicyclist in the lane, but provide few of the benefits of bike lanes, which should resume where the constraint ends.

Effectively reducing running (actual) speeds to less than 40 km/h (25 MPH) creates a more comfortable environment for bicycling where there is insufficient width for bike lanes. This may be appropriate for Central Business Districts.

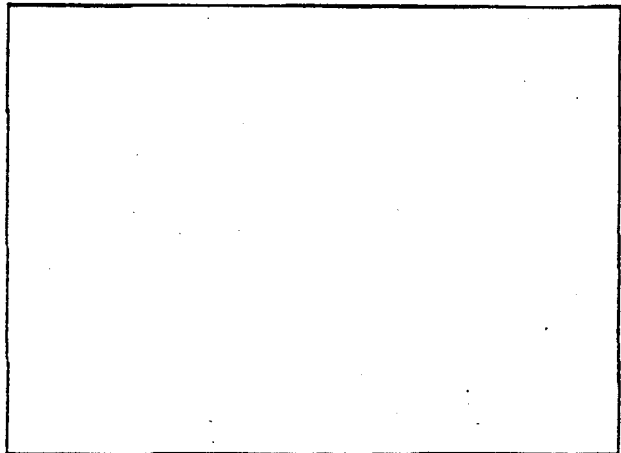


photo caption

Minor Collectors and Local Streets

The appropriate facilities for bicyclists are shared roadways, as low traffic speeds and volumes allow bicyclists and motorists to safely share the road.

Bike lanes are appropriate on minor collectors with high average running speeds (above 40 km/h [25 MPH]) or high traffic volumes (ADT over 3000). These numbers reflect practices in cities where bike lanes are common. Local conditions may dictate different thresholds. Bike lanes on minor collectors are also appropriate to connect up other bike lanes or to extend bike lanes to destination points that generate high bicycle use, such as schools, parks and multi-family housing units.



Del J. Fogelquist
Northwest Regional Manager

February 6, 1996

Mr. Andy Cotugno
METRO
600 Northeast Grand Avenue
Portland, OR 97232

Dear Mr. Cotugno,

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.

I am writing to pass along the following chart, which we believe says a great deal about why the oxygenated fuel mandate should not be continued. We would like to ask for your help in distributing it to the members of TPAC and JPAC.

As you can see from the chart, the number of violations of the federal carbon monoxide (CO) standard in the Portland metropolitan area have declined dramatically since 1967. There are two major reasons for this decline. First, over that period, the pollution control equipment on new automobiles was significantly improved. Second, in 1975, the Oregon Department of Environmental Quality (DEQ) began its vehicle inspection program in the metropolitan area.

It is important to recognize that this decline in violations occurred without the use of oxygenated fuels. In fact, the Portland area achieved over six years of CO attainment prior to the implementation of the mandatory oxygenated fuel program in November, 1992. Furthermore, CO emissions during these attainment years were considerably higher than the levels projected for the 10 year maintenance period.

Again, we would appreciate your distribution of this information to the members of TPAC and JPAC for their review and consideration.

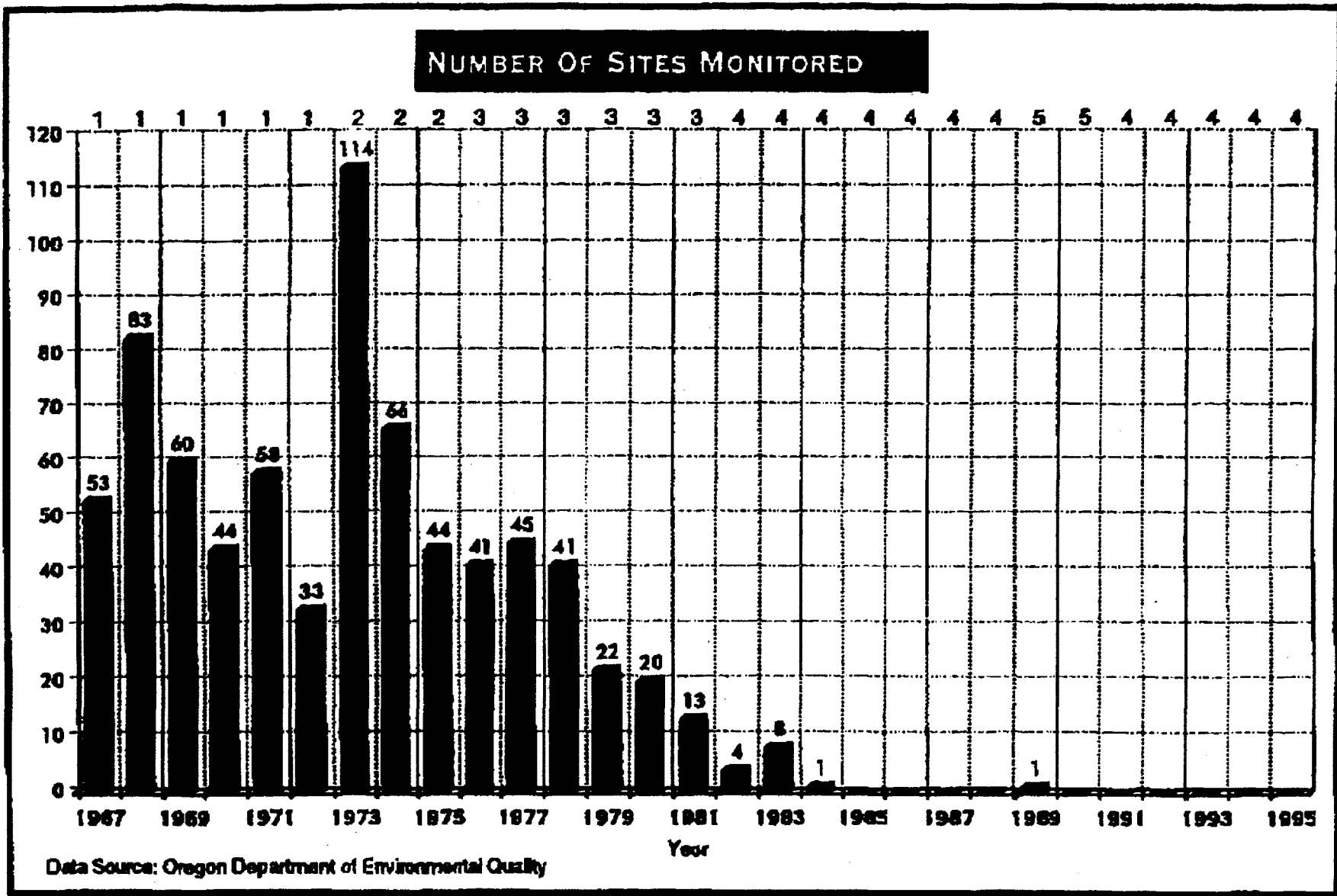
Sincerely,

A handwritten signature in cursive script, appearing to read "Del J. Fogelquist".

DJF/lr
attachment
96110

2201 Sixth Avenue, Suite 1105 • Seattle, Washington 98121-1832 • (206) 441-9642

Number of CO Violations in the Portland Metro Area



Violations of the CO standard in the Portland metropolitan area have declined dramatically since 1967, with only two violations since 1983. This decline is a result of improved pollution control equipment on automobiles and implementation of the region's vehicle inspection program in 1975. In fact, the Portland area achieved over six years of CO attainment prior to the implementation of the mandatory oxygenated fuel program in November 1992.

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. In this manner, the Federal Government can target its resources to the program areas that represent the national interest. 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 capital improvements to freight rail and intermodal facilities. 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 has been shown to be an effective 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. 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. 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. Secondly, the Congestion Pricing authority should be retained and funded. Third, expanded opportunities for public-private partnerships could allow greater private sector participation in transportation financing. Fourth, expanded methods of providing the required local match should be retained and enhanced. Finally, the pilot effort to implement "Infrastructure Banks" should continue and be made permanent.

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. 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.
11. 4.3 cents of the federal fuel tax is now being used for deficit reduction. When this tax increase was adopted by Congress, it was on the basis of being an interim measure and the commitment was made to return this to the Highway and Transit Trust Funds. This commitment should be fulfilled.

12. Oregon is facing a severe shortfall in meeting its Transportation Capital needs. This has been exacerbated by federal funding cuts and lack of action by the Oregon Legislature to meet the need. Most recently, ODOT was forced to cut \$400 million from its Modernization Program. Highway "Demo" projects represent a possibility for helping to meet these needs. The state should submit projects that have the greatest likelihood of being included as "Demo" projects.
13. NHS Priority Corridors. ISTEA designated several high priority NHS corridors throughout the nation. These corridors receive special funding for capital improvements. Oregon in cooperation with Washington and California ought to seek special status for I-5 as an NHS Priority Corridor. With the passage of NAFTA, this special designation is of even greater importance.
14. Match Ratios. Oregon should oppose any attempts to change the match ratios as outlined in ISTEA. Oregon benefits from the sliding scale match ratio provisions of ISTEA and should advocate for their inclusion in the next ISTEA.
15. The High-Speed Rail Program within ISTEA should be reauthorized for the five selected priority corridors, including the Cascadia Corridor from Eugene, Oregon to Vancouver, B.C. There are important trackway improvements needed within the Portland metro area to improve speed and safety. In addition, the Portland region benefits from improved service (speed and frequency) to Eugene, Seattle and Vancouver, B.C.
16. Fiscal Constraint. The current requirement to base transportation plans and programs on realistic revenue forecasts should be continued. This requirement has brought about more realistic plans rather than simply a "wish list" and therefore greater attention to funding decisions which assume more cost-effective projects. However, equal attention should be paid to a "vision" plan to provide the basis for pursuing the funding needed to accomplish that vision.

Project Priorities

FY 97 is the final year of ISTEA which was adopted in 1992. In 1996, both consideration of the FY 98-2003 ISTEA and the FY 97 Appropriations Bill will provide opportunities to consider earmarking projects. The following priorities should be considered for funding through the ISTEA reauthorization or appropriations. This list should be accepted on a preliminary basis to allow for coordination with ODOT on statewide priorities. It may be necessary to add projects elsewhere in the state or delete some Portland area projects.

A. Regional Priority Projects

1. Completion of Westside/Hillsboro LRT project - Section 3.

Approximately \$100 million remains to be authorized in the ISTEA update for this project. In addition, appropriations remain for FY 97 and FY 98.

2. Initiation of South/North LRT project - Section 3.

\$750 million for segment 1 of the South/North LRT project should be sought in the ISTEA update.

3. Deepening of the Columbia River Ship Channel - Corps of Engineers.

The Port of Portland, in cooperation with other Columbia River ports, is seeking Corps of Engineers funding to deepen the Columbia River ship channel to accommodate larger ocean-going vessels. This is critical to the international competitiveness of the Portland area and directly tied to truck and freight rail access improvements in the Rivergate area.

We strongly support full funding in Fiscal Year 1997 for the U.S. Army Corps of Engineers' next phase of the feasibility study for the Columbia River channel deepening.

The region also encourages Congress to approve bill language to provide a contingent authorization, subject to required environmental, economic and engineering reviews, for the channel project. This authorization is a critical step in keeping the project on schedule for construction early in the next decade.

B. Local or Agency Priority Projects

1. I-5/Highway 217/Kruse Way Interchange - FHWA Demo project.

A revised design has been developed and endorsed by ODOT, the affected local governments and Metro. \$25-47 million of Highway Demonstration funds or Interstate Discretionary funds would allow this critical I-5 bottleneck and safety problem to be corrected.

2. Sunnybrook Interchange - FHWA Demo project.

Project development on this project is nearly complete. \$14 million of Highway Demonstration funds or Interstate Discretionary funds in combination with previously committed ODOT and local funds would allow this project to proceed on schedule.

3. South Rivergate Railroad Overcrossing - FHWA Demo project.

Columbia River channel dredging and Rivergate rail improvements are increasing the cargo movements into and out of the Rivergate port terminals. \$15 million of Highway Demonstration funds for this railroad grade separation would enhance truck access to these terminals.

4. Lovejoy Ramp Removal/Broadway Bridge Rehabilitation - FHWA Demo and Bridge Program.

Replacement of the Lovejoy ramp in the River district and upgrade to the Broadway Bridge will enable major redevelopment in this Central City district. \$15 million of Highway Demonstration funds and \$10 million of Highway Bridge Repair and Replacement funds would allow these projects to proceed.

5. Seek Congressional support for designating Oregon for one of the 10 pilot Infrastructure Bank projects, to have the bank capitalized and available for such projects as the Tualatin Expressway and cash-flow management for the Westside LRT project.

6. 242nd Avenue/I-84 Connection: Mt. Hood Parkway Interim Improvement.

242nd Avenue is the region's designated NHS corridor connection between I-84 and U.S. 26. Existing roads in this corridor are poorly connected to these highways or provide less direct travel into and out of the region for autos and substantial truck movements.

The proposed project will provide for a more direct connection to I-84 by extending 242nd Avenue northerly from Glisan Street to Sandy Boulevard and connecting to I-84 via ramps. Development of this alignment will replace a hazardous, steep three-lane road (238th Avenue) which has a high accident rate and must be closed during icy conditions. Existing East County streets used for travel into and through the region are projected to suffer from increased congestion. Thus a more direct route with access control and with some operational changes can better serve these substantial non-local traffic movements.

Much of the right-of-way is currently owned by Multnomah County and ODOT. Project cost for project construction is \$20 million. An additional \$5 million is proposed to make operational enhancements to the existing 242nd Avenue to improve flow and eliminate bottlenecks.

7. Cornell/Cornelius Pass Intersection.

Implementation of Region 2040 combined with a proposal to restrict the size of Cornell Road from seven to five lanes west of this intersection results in the need for grade-separated intersections and/or addition of a new arterial connection. This \$12 million demonstration project will identify and construct the correct solution to accommodate the land use regime the region desires for this area.

8. Willamette Valley High-Speed Rail - High-Speed Rail Account.

\$25 million should be sought for track upgrade to improve speed and safety. The Eugene to Vancouver, B.C. corridor is one of five priority corridors selected by USDOT following establishment of the High-Speed Rail Program in the last ISTEA.

9. Transit-Oriented Development Revolving Fund - Section 3.

In 1994, \$3 million of Regional STP funds were allocated to establish this revolving fund. Initiation of the grant application through the Federal Transit Administration is now in progress. In addition, \$10 million of Section 3 funds would allow additional projects adjacent to LRT to be implemented.

The criteria for recommending these projects is as follows:

1. Projects are of statewide significance.
2. Projects can be built within the timeframe of the next ISTEA bill (1998-2003).

3. There is a strong base of support for the project within the governments and community organizations.
4. The proposal would bring new funds to the state, not merely result in reallocation of existing funds.
5. Members of the Congressional delegation express a willingness to pursue the project.
6. There should be a short list of priorities.
7. The list should be integrated with ODOT's statewide priorities.

In addition, Portland State University is seeking funds to proceed with its University Center building located at a key South/North Light Rail station. They have adopted a master plan with a strong focus on transit for student, faculty and public access.

Project Priorities

FY 97 is the final year of ISTEA which was adopted in 1991. In 1996, both consideration of the FY 98-2003 ISTEA and the FY 97 Appropriations Bill will provide opportunities to consider earmarking projects. The following priorities should be considered for funding through the ISTEA reauthorization or appropriations. This list should be accepted on a preliminary basis to allow for coordination with ODOT on statewide priorities. It may be necessary to add projects elsewhere in the state or delete some Portland area projects. The "Regional Priority Projects" are endorsed as priorities for all jurisdictions of the region while the other projects are a priority for individual jurisdictions.

A. Regional Priority Projects

1. Completion of Westside/Hillsboro LRT project - Section 3.

Approximately \$100 million remains to be authorized in the ISTEA update for this project. In addition, appropriations remain for FY 97 and FY 98.

2. Initiation of South/North LRT project - Section 3.

\$750 million for segment 1 of the South/North LRT project should be sought in the ISTEA update.

3. Deepening of the Columbia River Ship Channel - Corps of Engineers.

The Port of Portland, in cooperation with other Columbia River ports, is seeking Corps of Engineers funding to deepen the Columbia River ship channel to accommodate larger ocean-going vessels. This is critical to the international competitiveness of the Portland area and directly tied to truck and freight rail access improvements in the Rivergate area.

We strongly support full funding in Fiscal Year 1997 for the U.S. Army Corps of Engineers' next phase of the feasibility study for the Columbia River channel deepening.

The region also encourages Congress to approve bill language to provide a contingent authorization, subject to required environmental, economic and engineering reviews, for the channel project. This authorization is a critical step in keeping the project on schedule for construction early in the next decade.

B. Local or Agency Priority Projects

1. I-5/Highway 217/Kruse Way Interchange - FHWA Demo project.

A revised design has been developed and endorsed by ODOT, the affected local governments and Metro. \$25-47 million of Highway Demonstration funds or Interstate Discretionary funds would allow this critical I-5 bottleneck and safety problem to be corrected.

2. Sunnybrook Interchange - FHWA Demo project.

Project development on this project is nearly complete. \$14 million of Highway Demonstration funds or Interstate Discretionary funds in combination with previously committed ODOT and local funds would allow this project to proceed on schedule.

3. South Rivergate Railroad Overcrossing - FHWA Demo project.

Columbia River channel dredging and Rivergate rail improvements are increasing the cargo movements into and out of the Rivergate port terminals. \$15 million of Highway Demonstration funds for this railroad grade separation would enhance truck access to these terminals.

4. Lovejoy Ramp Removal/Broadway Bridge Rehabilitation - FHWA Demo and Bridge Program.

Replacement of the Lovejoy ramp in the River district and upgrade to the Broadway Bridge will enable major redevelopment in this Central City district. \$15 million of Highway Demonstration funds and \$10 million of Highway Bridge Repair and Replacement funds would allow these projects to proceed.

5. Seek Congressional support for designating Oregon for one of the 10 pilot Infrastructure Bank projects, to have the bank capitalized and available for such projects as the Tualatin Expressway and cash-flow management for the Westside LRT project.

6. 242nd Avenue/I-84 Connection: Mt. Hood Parkway Interim Improvement.

242nd Avenue is the region's designated NHS corridor connection between I-84 and U.S. 26. Existing roads in this corridor are poorly connected to these highways or provide less direct travel into and out of the region for autos and substantial truck movements.

The proposed project will provide for a more direct connection to I-84 by extending 242nd Avenue northerly from Glisan Street to Sandy Boulevard and connecting to I-84 via ramps. Development of this alignment will replace a hazardous, steep three-lane road (238th Avenue) which has a high accident rate and must be closed during icy conditions. Existing East County streets used for travel into and through the region are projected to suffer from increased congestion. Thus a more direct route with access control and with some operational changes can better serve these substantial non-local traffic movements.

Much of the right-of-way is currently owned by Multnomah County and ODOT. Project cost for project construction is \$20 million. An additional \$5 million is proposed to make operational enhancements to the existing 242nd Avenue to improve flow and eliminate bottlenecks.

7. Cornell/Cornelius Pass Intersection.

Implementation of Region 2040 combined with a proposal to restrict the size of Cornell Road from seven to five lanes west of this intersection results in the need for grade-separated intersections and/or addition of a new arterial connection. This \$12 million demonstration project will identify and construct the correct solution to accommodate the land use regime the region desires for this area.

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ISTEA REAUTHORIZATION
PORTLAND, OREGON
REGIONAL POSITION PAPER
FEBRUARY 8, 1996

This position paper should be viewed as a work in progress. ISTEA reauthorization will extend over the next 9-18 months during which time numerous proposals will surface which require further consideration by the Portland region. This position represents the region's starting place, thereby allowing these positions to be advocated through national organizations, before federal hearings and with the Oregon Congressional delegation. In addition, changes will be considered, if necessary, after coordination with other interests statewide through ODOT.

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. In this manner, the Federal Government can target its resources to the program areas that represent the national interest. 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.

Reauthorization of ISTEA to include these provisions is integral to the Portland region's objectives for growth management and building a livable community. This region has strived to link transportation investments to land use decisions to achieve multiple objectives of preserving farm and forest lands, reinvesting in communities, meeting air quality standards and maintaining a livable region in the face of massive growth. It is essential that the Federal Government maintain its partnership with the Portland region through the reauthorization of ISTEA.

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.

While the region supports continuing the existing categories for Surface Transportation Program funds, Transportation Enhancement funds, and Congestion Mitigation/Air Quality funds, including metropolitan set-asides, there should not be any additional categorical funding allocations in the next ISTEA if they

have the effect, particularly in the environment of reduced or level funding, of actually reducing rather than increasing flexibility. This can occur if there is less funding split up among more categories. The region supports expanding the flexibility of existing STP and CMAQ funds to address capital improvements to freight rail and intermodal facilities. In addition, the region supports maintaining the existing flexibility provisions for the NHS program.

4. **Reject Rollbacks.** The region does not support the roll-back 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.
5. **Discretionary Section 3 "New Start" Program.** The region supports the continuation of a discretionary Section 3 "New Starts" program. The program has been shown to be an effective 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.
6. **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.

7. **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.
8. **Innovative Financing.** 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. 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. Secondly, the Congestion Pricing authority should be retained and funded. Third, expanded opportunities for public-private partnerships could allow greater private sector participation in transportation financing. Fourth, expanded methods of providing the required local match should be retained and enhanced. Finally, the pilot effort to implement "Infrastructure Banks" should continue and be made permanent.
9. **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.

10. 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.
11. 4.3 cents of the federal fuel tax is now being used for deficit reduction. When this tax increase was adopted by Congress, it was on the basis of being an interim measure and the commitment was made to return this to the Highway and Transit Trust Funds. This commitment should be fulfilled.
12. Oregon is facing a severe shortfall in meeting its Transportation Capital needs. This has been exacerbated by federal funding cuts and lack of action by the Oregon Legislature to meet the need. Most recently, ODOT was forced to cut \$400 million from its Modernization Program. Highway "Demo" projects represent a possibility for helping to meet these needs. The state should submit projects that have the greatest likelihood of being included as "Demo" projects.
13. NHS Priority Corridors. ISTEA designated several high priority NHS corridors throughout the nation. These corridors receive special funding for capital improvements. Oregon in cooperation with Washington and California ought to seek special status for I-5 as an NHS Priority Corridor. With the passage of NAFTA, this special designation is of even greater importance.
14. Match Ratios. Oregon should oppose any attempts to change the match ratios as outlined in ISTEA. Oregon benefits from the sliding scale match ratio provisions of ISTEA and should advocate for their inclusion in the next ISTEA.
15. The High-Speed Rail Program within ISTEA should be reauthorized for the five selected priority corridors, including the Cascadia Corridor from Eugene, Oregon to Vancouver, B.C. There are important trackway improvements needed within the Portland metro area to improve speed and safety. In addition, the Portland region benefits from improved service (speed and frequency) to Eugene, Seattle and Vancouver, B.C.

16. Fiscal Constraint. The current requirement to base transportation plans and programs on realistic revenue forecasts should be continued. This requirement has brought about more realistic plans rather than simply a "wish list" and therefore greater attention to funding decisions which assume more cost-effective projects. However, equal attention should be paid to a "vision" plan to provide the basis for pursuing the funding needed to accomplish that vision.

DRAFT
INTERIM MEASURES

Overarching Regional Measures

2/1/96
(With joint
TPAC/MTAC parking

subcommittee
recommendations in
shaded
text)

These overarching measures, if adopted by the Metro Council after review and participation by local jurisdictions, would become the elements of a Metro functional plan for urban growth management. Metro staff will be recommending that the functional plan be considered by the Metro Council with a goal of adoption by Spring 1996. If the Metro Council does adopt an urban growth functional plan, it would also be recommended that cities and counties would need to show compliance with the Overarching Regional Measures within 18 months of Metro Council adoption, approximately Fall 1997.

After adoption of an Urban Growth Functional Plan, and in the event that a city or county believes that compliance with one or more of the regionwide measures is not feasible, they may ask for a mediated settlement. Metro and the local jurisdiction would use a jointly selected third party to intervene in the conflict. Should efforts to mediate differences between the Metro function plan and local considerations not resolve compliance issues, the local jurisdiction may bring the issue to the Metro Policy Advisory Committee (MPAC) for review and recommendations. After MPAC consideration, the matter would be considered by and acted on by the Metro Council. (As provided in the RUGGO Objective 5.3 "Functional Plan Implementation and Conflict Resolution.")

The following measures are recommended for region-wide adoption:

Measure 1. Change zoning maps to implement the Metro Growth Concept.

Expected Outcome - The Metro 2040 Growth Concept is implemented by ensuring local zoning will accommodate the jurisdiction's portion of the regional growth capacity.

Performance Standard - That the overall total housing units and employment targets for the jurisdiction or the jurisdiction's planning area from the Metro 2015 Growth Forecast are permitted or will be permitted at densities and locations likely to be achieved, following the Metro 2040 Growth Concept.

A city or county may demonstrate conformance with the performance standard above or show that zoning for vacant and redevelopable lands within the jurisdiction or the jurisdiction's planning area are consistent with the Metro 2040 Analysis Map. Minimum densities for residential and non-residential uses shall be applied so that at buildout the target density shall be achieved.

Guidelines - Cities and counties may adopt zoning requiring no less than 80% of maximum residential densities. Local work should include review of development code standards to ensure that stated densities can actually be built. Examination of street and alley standards, setbacks, landscaping requirements, lot coverage and other standards which could reduce the otherwise permitted density or floor area ratio should be completed. Consider innovative and cost saving solutions to stormwater management, including allowing for building at densities which incorporate landscaping that serves other multi-objective purposes. Create incentives to promote innovative and cost-effective site design.

Measure 2. Change zoning text to provide for mixed-uses and compact urban designs in station areas, regional and town centers, mainstreets and corridors.

Expected Outcome - Centers, mainstreets, station areas and corridors will accommodate their expected portion of growth in a manner consistent with the mixed use center designs of the Metro 2040 Growth Concept. Development and redevelopment in the region will be much more compact and pedestrian and transit friendly. These features would encourage continuation of: the protection of agricultural lands outside the Urban Growth Boundary, a strengthened sense of community, reduced vehicle miles traveled and lessened air and water pollution.

Performance Standard - Cities and counties shall demonstrate that the regulations affecting development and redevelopment within their jurisdictions' station areas, regional and town centers, mainstreets and corridors will meet employment and household targets for these design types within their jurisdiction and will be designed to be compact, mixed-use urban designs that are pedestrian and transit friendly. Minimum density for residential and non-residential uses shall be applied so that at buildout the target density shall be achieved.

Guidelines - Cities and counties may:

- a. demonstrate that the growth capacity and transportation performance is equal to or greater than the Metro 2040 Analysis Map and 2015 Growth Forecast for household and employment, or
- b. demonstrate the following:

Mixed Use

- allow mutually supportive development patterns of mixed uses in station areas, regional and town centers, mainstreets and corridors;

Allowed Uses

In regional and town centers, station areas (or those planned and for which funding is identified), corridors (continuous or nodal as described in the Metro 2040 Growth Concept) and mainstreets:

- allow for mutually supportive mixed use residential, retail and service uses, restaurants, medical professional offices, clinics, neighborhood civic and institutional uses, indoor recreational and entertainment uses;
- permit multiple uses on one property;

- Except in corridors where such uses may be allowed, prohibit storage as main use, vehicle sales or service uses, outdoor commercial recreational uses, outside storage
- implement the design features of the Transportation Planning Rule.

Densities/Use Intensity

In regional and town centers, existing station areas (or those planned and for which funding is identified), and mainstreets, developments should:

- have a minimum residential density of 15 units acre;
- increase maximum density to at least 45 units acre;
- have a minimum Floor Area Ratio of 0.5 new office and civic/institutional uses;
- have a minimum Floor Area Ratio of 0.4 for all other permitted uses and combinations of any permitted uses;
- ensure that minimum density requirements may be applied to the sum of contiguous lots that are part of the same development project;
- allow for density transfer to preserve open space and address water quality and stormwater management;
- establish a minimum density for redeveloping sites as the existing density of current use (on larger sites, where a masterplan for the entire site achieving minimum densities is approved, development may proceed in phases);
- examine water, transportation and sewer infrastructure capabilities.

Measure 3. Parking¹

Expected Outcome

New development and redevelopment of existing urban areas will occur in designs that are more compact, reduce air pollutant emissions and consistent with a transit and pedestrian supportive environment.

Performance Standards. Following are the region-wide performance standards:

- A regionwide action to ~~reduce required off-street parking consistent with the schedule~~ (two zones - Portland's central city area and the rest of the region). shall be implemented. Cities and counties of the region shall ensure that required local off-street parking space minimums are no more than those listed in the regional parking space schedule, column 1 (see attached chart).

In addition, each city and county in the region shall establish parking maximums in transit and pedestrian convenient areas at rates no more than those listed for Zone A in attached chart and as illustrated in the attached map. For all urban areas outside Zone A, cities and counties shall establish parking space maximums no greater than those listed in Zone B in the attached chart and as illustrated in the attached map. This should be adopted by the region by July, 1996.

¹ See attached parking ratio tables

Local governments shall adopt a process for considering adjustments to the above regional standards for individual or joint developments on an administrative basis or in a public hearing upon finding that such use(s) are exceptional. Exceptions may be granted by local jurisdictions consistent with the following:

1. It can be demonstrated that the use or combination of uses has used more efficient parking space configuration, size, lane width reductions or other methods to keep the amount of paved area to no more than what would be allowed under the parking maximums; or
2. It can be demonstrated that the use or uses is:
 - a. Is a retail commercial use which sells products which are not easily transportable when walking, biking or using transit; and
 - b. Has a primary market area which is 1/2 the region or larger;
 - c. Has consistent projections for number of trips and congestion impacts and parking space needs.

Free, surface parking are subject to the regional parking maximums. Parking spaces in parking structures, employee carpool parking spaces, dedicated valet parking spaces, fleet parking, spaces which are user paid, market rate parking or other high-efficiency parking management alternatives may be exempted from established maximums. Sites which are proposed for redevelopment may be allowed to phase in reductions as a local option. Where mixed land uses are proposed, local governments may provide for blended parking rates. Local governments are also encouraged to allow developers to count onstreet parking spaces and shared parking toward required parking minimum standards.

Local governments shall monitor and provide data about: 1) actual parking space developed and 2) compliance with the standard, to ensure goal realization and work with Metro to achieve equity from jurisdiction to jurisdiction.

- b. Regional support of a **DEQ voluntary program** whereby the property owner could elect to use the required ratios or less as maximum ratios (i.e., only build to the required, not beyond) in exchange for being exempted from the DEQ Employee Commute Option (ECO) Program, priority DEQ permit processing and other incentives offered by local governments.
- c. ~~A regionwide action to establish parking maximums based on no more than 125 percent of the regional standard for minimum required parking except in those areas shown in the attached map.~~
- ~~Structured parking and paid parking would be exempt from established maximums.~~
- d. Approval of a regional and local work effort to:
 - a. encourage local experimentation and incentives for even more reductions, such as parking space redevelopment for pedestrian areas and more density, no required parking (a maximum consistent with regionwide standards would still be recommended) or further reduce parking by counting on-street parking and shared

parking arrangement towards the parking space count; (this should especially be considered in regional and town centers, mainstreets and LRT station areas.)

- b. encourage exploration of contributions for public parking in lieu of provision of private parking;
- c. support further analysis with public and private sector parking management experts and possible computer simulations;
- d. fund training of local public officials and private business associations in parking management; and
- e. promote good local urban design to provide safe and convenient connections to the transit and pedestrian system.

Measure 4. Protect, restore and enhance natural resources and water quality.

Expected Outcome - Manage watersheds to protect, restore and ensure to the maximum extent practicable the integrity of streams, wetlands and floodplains, and their multiple biological, physical and social values.

Performance Standard - Demonstrate that the continuation of the natural system of existing stream corridors and wetlands that are included in the Metro map of environmental constraints lands will be protected in their natural state to the extent practicable.

Guidelines - Possible measures may include protection and restoration of stream corridors and wetlands by:

- Allowing generous on-site density transfers to obtain urban densities while maintaining wetlands, floodplains, steep slopes, stream riparian areas and maximizing the zoning potential of the property by building on the remaining parts of the site.
- Require residential, commercial and industrial land use permits to implement measures that eliminate or mitigate nonpoint source pollution from those activities consistent with local management plans.
- Require all transportation projects to implement measures that eliminate or mitigate nonpoint source pollution from those activities consistent with local stormwater management plans.
- directing Metro to address all state-wide goals, especially state Goal 5 compliance, for stream corridors and identified wetlands of regional significance.
- The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region.

Measure 5. Manage Retail in Employment Areas

Expected Outcome - To ensure that retail in Employment areas are designed and sized to meet the needs of the employees in the area.

Performance Standard -Revise local zoning codes to preclude retail uses larger than 50,000 square feet of gross leasable area per lot in specifically designated Employment areas (as shown in the map of Industrial Area and Employment Areas) or otherwise revise the zoning codes to preclude retail uses which are primarily intended to serve market areas greater than that within the Employment Area. Exceptions to this standard may be made for low traffic generating, land-consumptive commercial uses with low parking demand which have a community or region-wide market.

Measure 6. Implement the rural reserve and green corridors.

Expected Outcome - Separation of neighboring communities, such as Sandy, Canby and North Plains from the Metro Urban Growth Boundary will be achieved. This is expected to enhance the sense of community for both the Metro area as well as neighboring cities and ensure that while growth is accommodated, that there is not limitless expanse of urban development.

Performance Standard - Adoption of intergovernmental agreements.

Guidelines -To the extent possible, Oregon cities outside the Metro Urban Growth Boundary could choose to enter into agreements with their county, ODOT, Metro and other affected agencies to designate common rural reserves between the Metro Urban Growth Boundary and the neighbor city urban growth boundary as well as designate common locations for green corridors along state highways.

Regional Parking Ratios

(parking ratios are based on spaces per 1,000 sq ft of gross leasable area unless otherwise stated)

Land Use	Minimum Parking Requirements (See DEQ Stds for Central City)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	<i>Requirements may Not Exceed</i>	<i>Transit and Pedestrian Friendly Areas¹</i>	<i>Rest of Region</i>
General Office (includes Office Park, Government Office & misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	2.0	2.4
Warehouse (gross square feet; parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/ University & High School (spaces/#of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court (gla)	1.0	1.3	1.5
Sports Club/Recreation Facilities (gla)	4.3	5.4	6.5
Retail/Commercial, including shopping centers (gla)	4.1	5.1	6.2
Supermarket	2.9	3.6	4.4
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive Thru (gla)	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23

Regional Parking Ratios

(parking ratios are based on spaces per 1,000 sq ft of gross leasable area unless otherwise stated)

Land Use	Minimum Parking Requirements (See DEQ Stds for Central City)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	<i>Requirements may Not Exceed</i>	<i>Transit and Pedestrian Friendly Areas¹</i>	<i>Rest of Region</i>
Place of Worship (spaces/number of attendees)	0.5	0.6	0.8
Hospital/Medical/Dental Clinic	3.9	4.9	5.9
Residential Uses			
Hotel/Motel	1		
Single Family Detached	1	none	none
Residential unit, less than 500 square feet per unit, one bedroom	1	none	none
Multi-family, townhouse, one bedroom	1.25	none	none
Multi-family, townhouse, two bedroom	1.5	none	none
Multi-family, townhouse, three bedroom	1.75	none	none

¹ See map of transit and pedestrian friendly areas.

Possible Local Measures

REZONING

Infill

7. Allow attached accessory units ("add-a rental") in single family zones (Example: An add-a- rental unit would be allowed to be added to an existing single family home or built as part of a new single family house provided the structure must continue to look like a single family home. Perhaps a maximum of 1 per block would be allowed to insure that neighborhood character is not significantly changed.)
8. Identify key parcels for infill/redevelopment in centers, mainstreets and develop a strategy for redevelopment.
9. Analyze and prepare land assembly proposals. Identify partially developed land with a vacant component that can reach higher land use efficiencies if assembled with other land.

Vacant land

10. Calculate densities on a gross acre rather than a net acre basis
11. Round density calculations up to the nearest whole dwelling unit.
12. Allow a density bonus if senior housing is provided.
13. Allow flag lots.
14. Allow common walls for homes on lots of 5,000 square feet or less.

REGULATORY REFORMS

15. Find ways to reduce the time needed for project review and streamline the review process. (Example: have third parties audit your process and make suggestions)
16. Coordinate with other communities to increase consistency between zoning terms, provisions and process. (Example: have zoning officials from one community attend actual zoning meetings of another community)
17. Organize regulations so that conflicts between regulations of other levels of government are reduced or eliminated.

18. Identify optional zoning regulations for centers, corridors, mainstreets, station areas and employment areas which encourage 2040 Growth Concept development and relax traditional standards (setbacks or use restrictions, etc.)

REDUCING UNDERBUILD

Parking Standards

19. Rethink, revise and reduce minimum parking standards in centers, station areas and mainstreets. Establish minimum standards that reflect average demand, rather than peak demand. Allow some areas to have no minimum parking requirement, especially areas with shared parking resources. Reduce off street parking requirements in residential areas to average demand. Reductions in parking will reduce impervious surface within the watershed and region and should also encourage installation of innovative stormwater treatment facilities, and provide incentives for use of natural bio-filtration treatment systems in parking lots.

20. Establish maximum parking standards.

21. Allow and encourage shared parking facilities. This could include multi-use parking structures where rooftops of underground parking structures can be used for urban parks, such as Union Square in San Francisco, and recreational facilities with appropriate landscaping.

22. Encourage on-street parking and allow it to be counted towards the minimum parking requirement.

Density Transfer

23. Change zoning so that average density standards are used for all vacant residentially zoned lands. (Example: the zoning has no minimum lot size, rather has average number of units per acre. This will allow development to avoid wetlands, etc. while still holding to the stated density.)

24. Set average density standards a little higher than actual goal to ensure that underbuild is accounted for. (Example: Rezone vacant residential lands 20 percent higher than needed to achieve the target densities due to any reductions that may occur on any one particular parcel.)

25. Allow additional density beyond that generally allowed in the zoning district in exchange for amenities or features provided by the developer over and above those required.

26. Develop plans and strategies with regulatory agencies that manage wetlands that allow for increasing density and development without loss of natural resources, such as wetlands.

27. Permit the transfer of density to offsite locations for lands located in floodplains, wetlands, steep slopes or other similar site limiting natural conditions and already zoned for urban uses.

2040 DESIGN

28. Reduce street widths for residential streets and some arterials serving mainstreets, town centers and regional centers.
29. Develop master street plans that provide many connections. (Example: look at ways to establish 8-10 through streets per mile)
30. Allow for oversize corner lots to occasionally be permitted for duplexes, consistent with the design of other homes in the neighborhood.
31. Link neighborhoods and downtowns; create a pedestrian, bicycle and transit friendly system that will provide a viable alternative to single occupancy vehicle transportation and reduce the need for parking spaces.
32. Keep neighborhoods open to bike and pedestrian connections where streets do not go through.
33. Identify ways to encourage the siting large retail centers in centers, station areas, main streets and corridors.
34. Change zoning to encourage the siting new office in centers, station areas, main streets and corridors.

INCENTIVES

35. Establish criteria for fee or system development charge reductions for development at planned densities in 2040 centers, mainstreets and station areas.
36. Make use of tax abatement incentives to encourage development consistent with the Metro 2040 Growth Concept in station areas as now provided in state statute.
37. Establish shared parking facilities (lots or structures) in centers, mainstreets and corridors.
38. Establish a revolving fund for low interest loans for infrastructure or other development related costs.

PRIVATE SECTOR ACTIONS

(these will be developed by the Metro 2040 Means Business Committee, a committee of business leaders in the region advising Mike Burton, Metro Executive Officer)

WATER QUALITY ACTIONS

39. Require and implement best management practices (BMPs) to treat stormwater before discharging to natural waterbodies as a condition for receiving building permits for residential, commercial and industrial developments.

40. Require all transportation projects to address and eliminate where possible, minimize where elimination is not possible, nonpoint pollution runoff to streams and wetlands (other than wetlands create for this purpose). All transportation projects which are adjacent to streams, wetlands, or other water bodies should be required to incorporate the use of bioswales and /or other appropriate passive treatment systems to reduce, the maximum extent practicable, the conveyance of suspended sediments, oils, heavy metals and other pollutants to nearby water bodies.

ENERGY AND WATER CONSERVATION

41. Require and encourage residential, industrial and commercial development that uses the following:

- xeriscaping and native plants to reduce the amount of traditional turf
- efficient irrigation systems and other innovative water saving technologies
- implements water reuse and recycling in its manufacturing technologies and operation practices of its building and facilities
- greywater reuse when feasible
- reduction in use of pesticides and fertilizers in operation and maintenance of its facilities

42. Monitor compliance of water conservation technologies and practices as specified in the preliminary Regional Water Supply Plan.

43. Establish regionwide utility block pricing for water supply and develop incentives for conservation as specified in the preliminary Regional Water Supply Plan.

44. Develop and implement a regional public education program, incentives and model code language to disseminate information to all user groups regarding water conservation techniques, strategies and technologies.

45. Develop monitoring protocols to collect data for wise water use information, i.e. soil moisture content and metering water use.

46. Allow density credits for building orientation regarding solar energy in home, industrial and commercial development. Educate homebuilders on energy savings and encourage financial lending institutions to give lower interest rates to energy efficient construction.

RESTORATION AND ENHANCEMENT

47. Identify and map riparian areas that can be restored in conjunction with development and waterfront rehabilitation. For example, the City of Portland is investigating the potential of "day lighting" Tanner Creek as part of its River District development and to address combined sewer overflow program goals. Other communities around the state (i.e. Ashland) and elsewhere in the country (i.e. Austin, Texas and Boulder, Colorado to name just a few) have used development projects to reorient development toward creeks and rivers, and to enhance urban livability and address water resource issues. These initiatives should be encouraged and incentives developed, together with financing mechanisms, to implement these projects throughout the region.

48. Restore wetlands and riparian areas for treatment of water quality treatment and stormwater management.

49. Develop and implement region-wide wetland and streamside stewardship programs which encourage private owners to manage streamside and wetland properties in a manner which reduces nonpoint pollution and increases Greenspace values.

50. Work with local land trusts to acquire and protect natural resources, and develop private land owner incentives to create easements to protect natural resources.

PARKS AND RECREATION

51. Identify and track park/greenspace accessibility throughout the region to ensure per capita access standards are being met. As density increases throughout the region, will existing parks be adequate to meet future population demands? Identify current and potential future park-deficient areas throughout the region and develop a strategy to meet future needs. Identify vacant parcels on a regional basis to meet future park needs. Identify open space and park acquisition opportunities and acquisition priorities.

FAIR SHARE

52. Adopt property tax exemption ordinances for affordable housing projects serving income levels of 60% of median income or less (s provided for in statute)

53. Adopt waiver programs for planning, permit and other fees associated with affordable housing projects serving income levels of 80% of median or less (or alternatively, waive such fees for housing projects developed by nonprofit housing developers committed to affordability).

OTHER

- 54. Review level-of-service policies concerning congestion on streets within centers and mainstreets. Consider lower levels of service as acceptable where high levels of transit and good pedestrian and bicycle networks are established.**
- 55. Identify all vacant and redevelopable lands in the community and make this data readily available to the development community . Track any tax exempt properties withheld from the vacant or redevelopable land supply, add those back in when local knowledge allows.**
- 56. Establish local methods to coordinate public involvement on 2040 implementation.**
- 57. Integrate 2040 messages into city, county, special district and community newsletters.**
- 58. Share your best ideas with your colleagues in the region - encourage them to try it.**

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2/1/96

ISTEA II

BUILDING A COALITION

Concepts for Discussion

PRODUCED BY
THE ASSOCIATION OF METROPOLITAN PLANNING ORGANIZATIONS
A PROGRAM OF THE NATIONAL ASSOCIATION OF REGIONAL COUNCILS
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This is a preliminary document that represents initial thoughts on the reauthorization of the Intermodal Surface Transportation Efficiency Act (ISTEA). The concepts presented are intended to stimulate discussion, and are necessarily general. These thoughts should be viewed as the Association of Metropolitan Planning Organizations' (AMPO) first step in seeking collaborative efforts to form a consensus on a framework and policies for ISTEA's reauthorization.

STRENGTHEN OUR ABILITY TO COMPETE

I

LONG-TERM, SUSTAINED INVESTMENT IN AN INTEGRATED TRANSPORTATION SYSTEM IS ESSENTIAL TO AMERICA'S CONTINUED ECONOMIC COMPETITIVENESS IN WORLD MARKETS

In passing the original ISTEA in 1991, the U.S. Congress recognized that the nation's ability to compete successfully in world markets depends upon moving people and freight between points of production and consumption quickly and efficiently. The capacity, safety and convenience of our roads, airports, seaports and railways are critical to provide the jobs and the goods and services required for a healthy economy and a cohesive, vital society.

INVEST IN THE FUTURE

“Metropolitan or regional cooperation seems to be the wave of the future, not only because of the voluntary actions of local officials, but because the federal government and various state governments have encouraged this approach to problems requiring comprehensive areawide planning.”

The Municipal Yearbook: 1995 International City/County Management Association.

BUILD STRONG REGIONAL ECONOMIES

FUEL OUR ECONOMIC ENGINES

II

STRATEGIC, COORDINATED INVESTMENT IN THE TRANSPORTATION SYSTEMS SERVING AMERICA'S ECONOMIC REGIONS BUILDS A STRONG NATIONAL ECONOMY.

Economic interdependence of cities and suburbs throughout America has given birth to modern city-states that are metropolitan in scope. These urban regions are now the economic engines driving the nation's economy, and their continued vitality depends upon the efficient intermodal flow of goods and people both within and among them. While most of this movement takes place within the metropolitan boundaries, rural and interregional flows are critical as well. The partnership in planning and decision making among federal, state, metropolitan and local transportation agencies that was started by ISTEA will ensure the coordination required to integrate metropolitan and national transportation facilities and services into one cohesive and efficient system.

LET TRANSPORTATION PAY FOR ITSELF

FULLY FUND ISTEA FOR TRANSPORTATION

III

TRANSPORTATION TRUST FUND REVENUE SHOULD BE FULLY INVESTED AND ITS USE LIMITED TO TRANSPORTATION PURPOSES.

During these times of fiscal austerity, no one should expect federal user-tax revenues to be increased to fully fund the growing demands being placed on the nation's transportation system. It is reasonable to expect, however, that taxes presently levied on transportation users to maintain transportation systems are, in fact, used for that purpose. Such is not the case! A portion of the gasoline tax, 4.3 cents-per-gallon, is presently being devoted to deficit reduction. Reauthorization of ISTEA and other appropriate congressional action should correct this inequity:

- *Funds derived from the gasoline tax should be returned to the Highway Trust Fund;*
- *The Highway Trust Fund should be taken "off budget" to ensure that the special user tax being paid by citizens is, in fact, used for the purposes for which the tax is levied;*
- *Regardless of the trust fund level, the proceeds of the Highway Trust Fund and the Mass Transit Account should be fully invested in a timely manner.*

MEET THE NATION'S DIVERSE NEEDS

IV

FLEXIBILITY IN THE USE OF TRANSPORTATION FUNDS IS ESSENTIAL TO MEET THE DIVERSE NEEDS OF THE STATES AND METROPOLITAN AREAS.

ISTEA recognized that many modes of travel are needed to contribute to the safe and efficient movement of people and freight. It also recognized that the mix of appropriate modal investments will vary among metropolitan areas because of their different development patterns, funding histories and local goals. Public transit, for instance, is an essential, significant mode of travel in some metropolitan areas, but in other areas it provides only basic, "life-line" services. Flexibility should be provided to accommodate the diversity of local needs and to promote wise investment decisions. The successes achieved in the Surface Transportation (STP) and Congestion Mitigation and Air Quality Programs (CMAQ) are attributable to the flexibility in those programs.

MAINTAIN THE FLEXIBILITY OF ISTEA

PRESERVE AND STRENGTHEN THE PARTNERSHIP

V

A STRONG FEDERAL, STATE, METROPOLITAN AND LOCAL PARTNERSHIP IS ESSENTIAL TO THE BUILDING OF AN INTEGRATED AND BALANCED TRANSPORTATION SYSTEM.

When Congress formulated ISTEA, it established the framework to encourage state and local partnerships. The partnership was reinforced by a formula to allocate Surface Transportation Program (STP) revenues to eligible metropolitan areas. As a result, states and MPOs have engaged in extensive collaborative decision-making. Strong state/MPO partnerships have evolved that serve needs at all four levels -- national, state, metropolitan and local. These still youthful partnerships should be strengthened and new opportunities for collaboration expanded in reauthorization of ISTEA. Building on ISTEA's framework, each state should be given the authority and responsibility to adopt, in cooperation with its MPOs, a formula for the distribution of all transportation revenues to each MPO area.

DEVISE EQUITABLE FORMULA FUNDING MECHANISMS

TAKE ADVANTAGE OF LOCAL INSIGHT

VI

THE PLANNING AND DECISION MAKING MODEL EMBODIED IN ISTEA HAS BEEN PROVEN EFFECTIVE AND SHOULD BE EXTENDED TO ALL MPOs, REGARDLESS OF SIZE.

Local elected officials and citizens in ALL MPOs should have the opportunity to participate in decision-making that vitally affects their communities. If the MPO does not wish to assume such responsibility, they should have the option to defer to the state decision-making process.

EXTEND ISTEA TO ALL MPOs

GIVE EVERY AMERICAN A VOICE

VII

PUBLIC AND INTEREST-GROUP PARTICIPATION IN TRANSPORTATION DECISION MAKING HAS NEVER BEEN HIGHER OR MORE OPEN . . . IT SHOULD BE REINFORCED IN REAUTHORIZATION.

The original ISTEA gave unparalleled opportunities to citizens, interest groups and local elected officials to participate in transportation decisions that affect their daily lives. They have voiced opinions on the selection of projects, the allocation of transportation funds among projects, air quality mitigation measures, and other issues. MPOs made these opportunities a fact of life across America. As a result of this involvement we are experiencing the reshaping of transportation investments, which was intended by ISTEA. ISTEA has been, and should continue to be, a model piece of legislation for ensuring broad-based citizen and local elected official involvement in federal and state programs.

STRESS PARTICIPATION & INVOLVEMENT

PROMOTE SOUND INVESTMENT DECISIONS

EMULATE SOUND BUSINESS PRACTICES

VIII

SENSIBLE REGULATORY REFORM IS NECESSARY TO IMPROVE EFFECTIVENESS AND EFFICIENCY IN DELIVERING TRANSPORTATION PROGRAMS.

ISTEA followed sound business practices by requiring fiscally constrained transportation plans and transportation improvement programs (TIPs). The USDOT also promulgated regulations requiring the use of "major investment studies" (MISs) as a means of selecting the best projects to be included in transportation plans and TIPs. These initiatives are sound business practices for government decisions, and should be strengthened in reauthorization. The USDOT should be careful, however, not to be overly prescriptive in carrying out the positive intent of such directives.

ENSURE USDOT/ISTEA COMPATIBILITY

IX

USDOT'S REORGANIZATION AND PROGRAM CHANGES SHOULD OCCUR SIMULTANEOUSLY WITH ISTEAs REAUTHORIZATION.

The USDOT should be organized to deliver efficient services. Since its services are defined by the Congress, it follows that DOT's organizational structure should align with its authority and responsibilities outlined in legislation. The pending USDOT reorganization proposal should be synchronized with the reauthorization of ISTEAs so that a new or revised organizational form will be appropriate relative to ISTEAs programs, funding, and policy directions. However, in the interim, rationalization of the department's field structure to achieve efficiencies in program management and administration is desirable, and should be pursued. Such rationalization should be consistent with ISTEAs programs, especially focusing on improved service delivery in metropolitan areas.

THE USDOT: FORM FOLLOWS FUNCTION

FACT

In 1990, approximately 77 percent of the U.S. population lived in metropolitan areas, compared to 63 percent in 1960. *The Public Capital*, Spring 1990.)

FACT

In 1992, Americans spent \$463.7 billion on transportation, or 11.3 percent of total personal expenditures. *National Transportation Statistics: Annual Report: 1993*, Bureau of Transportation Statistics, USDOT)

COMMITTEE MEETING TITLE VPACT

DATE 2/8/96

NAME

AFFILIATION

NAME	AFFILIATION
✓ TOM WALSH	TRI-MET
✓ ROB DRAKE	CITIES OF WASH. CO.
✓ Rod Monroe	Metro Council
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