

Portland State University

**PDXScholar**

---

Joint Policy Advisory Committee on  
Transportation

Oregon Sustainable Community Digital Library

---

5-8-1997

## Meeting Notes 1997-05-08 [Part D]

Joint Policy Advisory Committee on Transportation

Follow this and additional works at: [https://pdxscholar.library.pdx.edu/oscdl\\_jpact](https://pdxscholar.library.pdx.edu/oscdl_jpact)

**Let us know how access to this document benefits you.**

---

### Recommended Citation

Joint Policy Advisory Committee on Transportation, "Meeting Notes 1997-05-08 [Part D]" (1997). *Joint Policy Advisory Committee on Transportation*. 229.

[https://pdxscholar.library.pdx.edu/oscdl\\_jpact/229](https://pdxscholar.library.pdx.edu/oscdl_jpact/229)

This Minutes is brought to you for free and open access. It has been accepted for inclusion in Joint Policy Advisory Committee on Transportation by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: [pdxscholar@pdx.edu](mailto:pdxscholar@pdx.edu).

*Handout  
@ mtg*

INTERGOVERNMENTAL AGREEMENT ON  
GREEN CORRIDOR AND RURAL RESERVE AND POPULATION COORDINATION  
BETWEEN THE CITY, THE COUNTY,  
METRO AND THE OREGON DEPARTMENT OF TRANSPORTATION

This Agreement is entered into by and between the City, the County, Metro ("Metro") and the Oregon Department of Transportation ("ODOT") pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

RECITALS

WHEREAS, The Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, Anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, The City wishes to maintain its distinct identity, and the City and Metro are interested in maintaining separation of the City from the metropolitan area; and

WHEREAS, To achieve this separation, the City, the County and Metro are interested in creating permanent reserves of rural land between the City and the metropolitan area and taking coordinated action to reduce urban development pressures upon such rural reserve areas; and

WHEREAS, The City, the County, Metro and ODOT have a common interest in planning connecting highways between the City and the Metro area as "Green Corridor" high performance, multi-modal transportation facilities, where access is tightly controlled and development pressures are minimized; and

WHEREAS, The City, the County, Metro and ODOT further intend such Green Corridors to reinforce the separate and distinct identities of the City and the Metro area, support a multi-modal transportation system and intra-urban connectivity, and encourage economic development within the City; and

WHEREAS, The City, the County, Metro and ODOT are interested in preserving and protecting the rural and natural resource character of rural reserve areas along the Green Corridor that separate the City from the metropolitan area, and are further interested in protecting farm and forest activities in those areas from development pressures and incompatible uses; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions relating to land use be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268; and

WHEREAS, OAR 660, Division 12 requires ODOT, Metro, and the City and County to prepare and adopt, respectively and in coordination with each other, state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS 195.036 requires the coordination of population forecasts: the City with the County and Metro with the County;

NOW, THEREFORE, the City, the County, Metro and ODOT agree as follows:

## AGREEMENT

### I. Purpose

The parties agree that they are mutually interested in and will work together to:

- A. Preserve the distinct and unique identities of the City and the metropolitan area by maintaining a separation of the City from the metropolitan area.
- B. Plan and manage connecting highways between the City and the Metro area as Green Corridor high performance, multi-modal transportation facilities.
- C. Recognize that each Green Corridor is critical to inter-urban connectivity and to support and encourage economic development and a jobs-to-housing balance within the City.
- D. Preserve and protect the rural and natural resource character and values of Rural Reserve areas along the Green Corridor that separate the City from the metropolitan area.
- E. Control access to the Green Corridor to maintain the function, capacity and level of service of the facilities, enhance safety and minimize development pressures on Rural Reserve areas.
- F. Establish a plan to protect the unique visual character of each Green Corridor.
- G. Permanently [D]esignate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the City's Urban Growth Boundary and Urban Reserve areas.
- H. Act together to reduce development pressures upon Rural Reserve, areas and thereby enhance certainty and viability of resource uses in the Rural Reserves,

### II. Definitions

A. "Green Corridor" means the high performance, multi-modal transportation facilities connecting the City to the metropolitan area and the surrounding identified rural lands within which the rural and natural resource character will be preserved and protected to maintain separation between the City and the metropolitan area and preserve the unique identities of the City and the metropolitan area.

B. "Rural Reserve" areas are those areas identified by the parties pursuant to the terms of this agreement to provide a permanent separation and buffer between Metro's Urban Growth Boundary and Urban Reserve areas and the City's Urban Growth Boundary and Urban Reserve areas and thereby maintain the distinct identity and character of the City and the metropolitan area.

### III. Establishment and Amendment of Green Corridor Boundaries

#### A. Establishment of Green Corridor boundaries.

1. Until permanent Green Corridor boundaries are established as provided for in this Agreement, interim Green Corridor boundaries shall be established which extend out a distance of 200 feet from both edges of the right of way of the transportation corridor as shown on map Attachment "A" to this Agreement.

2. Permanent Green Corridor boundaries shall be established by the County in cooperation with the City, ODOT and Metro ~~mutual agreement of the parties~~. The establishment of Green Corridor boundaries and the land use and transportation strategies applied within Green Corridors shall take into consideration:

a. The unique visual and functional characteristics of the corridor.

b. The views from the transportation corridor as seen at normal highway speeds and the width of the area alongside the transportation corridor that affect the function of that corridor.

#### B. Amendment of Green Corridor Boundaries.

1. Green Corridor boundaries may be amended by the County in cooperation with the City, ODOT and Metro ~~mutual agreement of the parties~~. ~~The party proposing an amendment to a Green Corridor boundary shall be the lead coordinating agency and shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.~~

2. When amending Green Corridor boundaries, the parties County shall work in cooperation with the City, ODOT, and Metro ~~consider~~:

a. The views from the transportation corridor as seen at normal highway speeds;

b. The width of the area alongside the transportation corridor that affects the function of that corridor;

### IV. Comprehensive Planning Along Green Corridors

A. County comprehensive plan designations and zoning shall apply to all lands designated as Green Corridors. The development of a Comprehensive Plan and Comprehensive Plan amendments for lands within Green Corridor boundaries shall provide for notice and opportunity for comment with the City, Metro and ODOT.

B. ODOT shall prepare, adopt and amend a state transportation system plan addressing transportation facilities serving state transportation needs within Green Corridor boundaries. The County shall be responsible for the preparation, adoption and amendment of the local and regional Transportation system plans for facilities of regional and local significance within Green Corridor boundaries. Preparation, adoption and amendment of the state, regional and local transportation system plans shall provide for coordination with and participation by the City, Metro, the Oregon Department of Transportation and other entities providing transportation facilities or services within Green Corridor boundaries.

## V. Land Use and Development within Green Corridor Boundaries

A. The County shall ~~zone all lands~~ retain current zoning and protection of natural resources within Green Corridor boundaries and agree not to expand development until a review by the parties for rural and natural resource uses only. ~~Outside of existing exception areas, new land parcels less than 10 acres in size shall be prohibited.~~

B. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches, aggregate operations, wrecking yards, public maintenance yards) should be prohibited or restricted within Green Corridor boundaries to implement the purposes of this agreement. Within ~~48 months~~ 5 years of the signing of this agreement, the County shall amend its zoning and other applicable land use regulations to comply with this agreement ~~incorporate agreed upon changes.~~ Uses which may be subject to limitations and affected by state law ~~prohibited~~ include:

1. Public or private schools, including all buildings essential to the operation of a school.
2. Churches and cemeteries in conjunction with churches.
3. Operations conducted for mining, stockpiling, crushing and processing of aggregate and other mineral and other subsurface resources.
4. Operations conducted for mining and processing of geothermal resources and oil and gas.
5. Airports and personal use airports for airplanes and helicopter pads.
6. Private or public campgrounds and recreational vehicle parks.
7. Solid waste disposal facilities.
8. Commercial utility facilities for the purpose of generation of power for public use.
9. Dog kennels, including kennels associated with the breeding and training of greyhounds.
10. Wrecking yards.
11. Commercial uses in conjunction with farm use, except where the commercial use is located within an enclosed or covered area not exceeding 1000 square feet of gross floor area.

12. Transmission towers and utility facilities necessary for public service, except upon demonstration that a location outside a Green Corridor is not reasonably practicable.

13. Public maintenance yards.

14. Concrete and asphalt batch plants.

15. Rural industrial uses.

## VI. Screening, Buffering and Signage

A. In coordination with the other parties, within ~~18 months~~ 5 years of signing this agreement, the County shall establish screening and buffering requirements for development within Green Corridor boundaries to retain and enhance views of the undeveloped rural landscape, minimize views of non-resource land uses, and reduce urban development pressures within Green Corridor boundaries. These requirements shall be incorporated into the appropriate comprehensive and area-wide plans and the appropriate sections of the zoning ordinances.

B. In establishing screening and buffering requirements for development within Green Corridor boundaries, consideration shall be given to:

1. Restricting or eliminating views of non-natural developments, or views that detract from the rural nature of the green corridor, and

2. Providing for buffers and screens that can be easily maintained.

~~[C] D.~~ For existing non-rural development within, ~~or adjacent or deemed by the cooperating parties to be a visible intrusion into~~ the Green Corridor; ODOT in cooperation with the County, City, and Metro shall develop a program for installing and maintaining effective of visual screens[ing]. Such a program shall contain a landscaping/screening plan for the Green Corridor, which will include identification and prioritization of areas to be screened, and cooperative implementation and maintenance measures.

~~[D] E.~~ ODOT and the County shall ~~work together to~~ develop a coordinated program for sign consolidation within the Green Corridor boundaries in cooperation with the County, City and Metro.

## VII. Access Management and Roadway Improvements

A. In coordination with the other parties, ODOT shall ~~establish~~ will review the access management designation measures within Green Corridor boundaries and develop a cooperative Access Management Plan that promote[s] high performance, multi-modal transportation facilities connecting the City to the metropolitan area while limiting development pressures on rural and natural resource lands within the Green Corridors. The Access [M]management Plan shall include techniques shall to consolidate and limit access[es] to and rural areas from the Green Corridor to cooperatively purchase access rights, and/or allow no new accesses to the Green Corridor highway except where no reasonable alternative exists.

B. Improvements to the Green Corridors shall be conducted for the purposes of improving multi-modal access, traffic safety, the movement of freight, and aesthetics, and shall not be intended solely to improve access for single-occupancy vehicles.

C. Shared access shall be required to the extent reasonably practicable.

## VIII. Establishment and Amendment of Rural Reserve Boundaries

A. Establishment of Rural Reserve boundaries.

1. The Rural Reserve boundaries shall be as shown on map Attachment "A" to this Agreement.

B. Amendment of Rural Reserve Boundaries.

1. ~~The initial~~ Rural Reserve boundaries may be amended by ~~the County in cooperation with the City, ODOT and Metro~~ mutual agreement of the parties. The party proposing an amendment to a Rural Reserve boundary shall be the lead coordinating agency and The County shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement.

2. ~~The initial Rural Reserve boundary is based on population projections for the Metro and the City's Urban Reserve areas that have been agreed upon by the parties to this agreement. Changes in population projections that result in changes to the Rural Reserve boundary will be based on a coordinated forecast. Metro and the City, however, have ultimate authority over the population projections for their respective Urban Reserve boundaries and Urban Growth boundaries.~~

3. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.

## IX. Comprehensive Planning and Zoning within Rural Reserve Boundaries

A. County comprehensive plan designations and zoning shall apply to all lands within Rural Reserve areas. The development of comprehensive plan policies and zoning for lands within Rural Reserve areas shall provide for notice and opportunity for comment with the City, ODOT and Metro.

B. ~~The provisions governing the rural reserve in this agreement shall be consistent with Metro's Urban Growth Management Functional Plan regarding rural reserves and green corridors shall be used as guidelines in developing a plan for T[t]hese rural lands shall and maintain the rural character of the landscape and our agricultural economy. New rural commercial or industrial development shall be restricted to the extent allowed by law. Zoning shall be for resource protection on farm and forestry land, and very low density residential (no greater than one unit per five acres) for exception land.~~

~~[C] B.~~ The County shall zone all lands within Rural Reserve areas for rural and natural resources uses only. The County shall not upzone existing exception areas or nonresource lands to allow a density of development that is greater than what is permitted by existing zoning as of the effective date of this agreement.

~~[D] C.~~ Outside of existing exception areas, new land parcels less than 10 acres in size shall not be permitted.

## X. Development within Rural Reserve Areas

A. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches) should be prohibited or restricted within Rural Reserve areas to implement the purposes of this agreement. Within ~~18 months~~ 5 years of signing of this agreement, the County shall amend its zoning and other applicable land use regulations to incorporate agreed-upon changes.

## XI. Population Coordination

A. As the County and City are required by ORS 1975.036 to coordinate their population forecasts, and the County and Metro, within its district, are required to coordinate their population forecasts, this agreement is intended to provide for overall coordination of these forecasts.

B. Whenever the County, City or Metro prepare a draft population forecast, they shall provide copies of the forecast to the other parties. After review by all parties, including the City, County and Metro, if agreement by all three parties is reached, a letter from each party from the Mayor, Chair of the County Commission and Metro Presiding Officer to all other parties stating agreement with the forecast shall be sent. Land use planning and other work of the parties based on the population forecasts may then commence. In the event that agreement cannot be reached, the parties agree to bring the matter before a neutral fourth party for mediation.

## XI[ I ]. Notice and Coordination Responsibilities

A. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on plan amendments or zone changes affecting lands within the Green Corridor.

B. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 15 days prior to administrative action on any development applications (including, but not limited to, conditional use permits and design review) that affect lands within the Green Corridor.

C. ODOT shall provide notice to and opportunity for comment to the City, the County and Metro on access management plans and improvements affecting state highways within the Green Corridor.

D. The County shall provide the City, ODOT and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal ~~that could affect land within a Rural Reserve area, and which is pertinent to the statements of mutual interest.~~

E. The City shall provide the County, ODOT and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal ~~that could affect land within a Rural Reserve area, and which is pertinent to the statements of mutual interest.~~



F. Metro shall provide notice to and provide opportunity for comment to the City, ODOT and the County at least 30 days prior to the first scheduled public hearing on any proposed urban growth boundary, urban reserve boundary or functional plan amendment that could affect land within a Rural Reserve area, and which is pertinent to the statements of mutual interest.

G. Metro, ODOT, City and County planning officials shall attempt to informally resolve any dispute regarding either party's performance or decisions under this agreement, or regarding the terms, conditions or meaning of this agreement. Disputes which are not resolved through this informal process shall be resolved by participation in this dispute resolution process administered by the Department of Land Conservation and Development (DLCD). Either party may request participation in the dispute resolution process upon ten (10) days prior written notice. DLCD shall conduct the dispute resolution process in accordance with its established process or the future provisions of any such process. Any and all cost of the dispute shall be assessed equally to both parties.

H. In order to fulfill the cooperative planning provisions of this agreement the City, County, Metro and ODOT shall provide each other with needed data, maps, and other information in hard copy or digital form in a timely manner without charge.

#### **XII[ I ]. Amendments to this Agreement**

This Agreement may be amended in writing by the concurrence of all parties. The terms of this agreement may be reviewed at the time that the parties adopt modifications to related agreements.

#### **XIII[ IV ]. Termination**

This agreement shall continue indefinitely. It may be terminated by any of the parties within 60 days written notice to the other parties.

**XI V. Severability**

If any section, clause or phrase of this agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the agreement shall be severed from the invalid parts and shall remain in full force and effect.

THE CITY

THE COUNTY

\_\_\_\_\_  
Mayor, City

\_\_\_\_\_  
Chairperson, County  
Board of Commissioners

ATTEST:

ATTEST:

By: \_\_\_\_\_  
City Recorder

By: \_\_\_\_\_  
Recording Secretary

METRO

OREGON DEPARTMENT OF TRANSPORTATION

\_\_\_\_\_  
Presiding Officer, Metro Council

\_\_\_\_\_  
Director

ATTEST:

ATTEST:

By: \_\_\_\_\_  
City Recorder

By: \_\_\_\_\_  
Recording Secretary

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 97-2498 FOR THE PURPOSE OF ENDORING THE INTERIM CORRIDOR STRATEGY FOR THE PORTLAND TO LINCOLN CITY CORRIDOR

Date: April 16, 1997

Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution endorses the Oregon Department of Transportation (ODOT) Portland to Lincoln City Corridor (Oregon Highways 99W and 18 I-5 to U.S. 101) Interim Corridor Strategy. With endorsement, the Metro Council and JPACT recognize the strategy as the guiding document for developing corridor system recommendations for Highway 99W and Highway 18 as part of the Regional Transportation Plan (RTP) Update, Phase II.

In addition, because the RTP Phase II Update will act as the first refinement to the corridor strategy, endorsement of the Interim Strategy also recognizes the need for Metro to amend the RTP to recognize the need, mode and function of the proposed I-5/99W Connector as part of the overall corridor recommendation as well as a recommendation for ODOT to pursue agreements with neighboring cities in the corridor to protect "green corridors" in order to preserve the rural character of the area between Newberg and the Urban Growth Boundary and limit development pressures for access to the I-5/99W Connector.

TPAC has reviewed this interim corridor strategy and recommends approval of Resolution No. 97-2498.

## FACTUAL BACKGROUND AND ANALYSIS

### Corridor Strategy

The corridor strategy recommendations are identified in Chapter 6 of the corridor document. The other chapters contain background information, analyses of existing and forecast conditions and a listing of issues and constraints. Chapter 6 is included as Exhibit A to the resolution.

The corridor strategy is a long-range (20-year) program for managing and improving transportation facilities and services to meet the needs for moving people and goods on Highway 99W/Highway 18 between Lincoln City and the City of Portland. A key element of the strategy is consideration of the linkage between land use and transportation needs in the corridor. The corridor strategy will serve as the basis for selection of individual improvement projects and implementation of new or expanded transportation services.

Specific objectives were developed for all modes of transportation in the corridor based upon issues identified by local and regional governments in the corridor, interest groups, and the general public. Objectives address the corridor as a whole as well as major segments of the corridor. Site-specific decisions will be made during preparation of transportation system plans (TSPs). The corridor strategy is intended to be interim as it may be further refined during TSP development.

### Process

The corridor planning process involves four phases: Phase 1 - Develop Interim Corridor Strategy; Phase 2 - Produce Corridor Plan; Phase 3 - Refinement Planning for key sites; and Phase 4 - Implementation of Projects and Programs. Metro area agencies and jurisdictions participating in the corridor study as part of the technical and policy committees included ODOT Region 1 and Region 2, Metro, Tri-Met, Washington County, City of Portland, City of Tigard, King City, City of Tualatin and City of Sherwood. In addition, other agencies participating in the development of the strategy included Yamhill, Polk, Tillamook and Lincoln counties; the cities of Newberg, Dundee, Dayton, Lafayette, McMinnville, Sheridan, Willamina, and Lincoln; the Confederated Tribes of the Grand Ronde; the Mid-Willamette Valley Council of Governments; and the Oregon State Parks and Recreation.

An extensive public involvement program was held as part of the corridor planning process. This included public meetings, direct mailings soliciting input, and print and electronic media coverage. Information was provided to more than 2,800 persons during the course of the project and input received from 350 persons. Federal and state agencies, tribal representatives, and transportation service providers are participating on a continuing statewide agency coordinating committee to help facilitate the interim strategy. In addition, ODOT staff from Region 2 conducted public hearings and presentations on the interim strategy including a presentation to Metro and ODOT Region 1 staff on April 9, 1997. The meetings were used to identify needs and issues in the interim strategy document and to provide comments to ODOT. Those comments have been incorporated into Chapter 6 (Exhibit A).

### Key Findings

The corridor strategy for Highway 99W/18 consists of a series of actions that enhance the corridor's ability to serve commute, recreational and freight travel between Lincoln City and Portland. Consistent with the *Oregon Transportation Plan* to promote a balanced multi-modal transportation system, the corridor planning team adopted the following transportation balance goal for the strategy: *Provide for a balanced mix of modes of transportation within the corridor in order to provide a range of modal choice for urban and rural users of the transportation system.*

Chapter 6 objectives promote transportation demand management (TDM) and transportation system management (TSM) strategies as the first course in addressing future needs in the corridor. These TDM and TSM strategies include the development of support facilities for transit, carpooling, and other nonmotorized modes, as well as retaining the railroad as an effective means of freight transport and potential use for commuter rail service.

The report recommends improvements to transit service, particularly in Washington County, including the linking of proposed park-and-ride lots with express transit service to major employment centers in the Portland metropolitan area. Additionally, the report recommends development and implementation of access management plans to control future access to the corridor and improve efficiency of traffic flow, and capacity improvements only in balance with TSM and TDM goals and other community livability objectives.

In total, the strategy identifies the basic function of the corridor, identifies issues and needs, provides extensive background information, and identifies a useful list of potential strategies for consideration in the development of TSPs within the corridor.

The resolution recognizes that development of the corridor plan in Phase 2 must be coordinated with the RTP update and reflect consistency with new performance measures and levels of service (LOS) adopted as part of the RTP. In addition, consistent with recommendations being forwarded concurrent with this action regarding the proposed I-5/99W Connector, Metro will pursue green corridor agreements with ODOT, and appropriate cities and counties in the corridor.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING ) RESOLUTION NO. 97-2498  
THE INTERIM CORRIDOR STRATEGY )  
FOR THE PORTLAND TO LINCOLN CITY) CORRIDOR )  
CORRIDOR ) Introduced by Presiding  
Officer Jon Kvistad  
JPACT Chair

WHEREAS, The State of Oregon, acting by and through its Oregon Transportation Commission, has submitted to JPACT and the Metro Council an interim strategy for the Portland to Lincoln City Corridor (Oregon Highways 99W and 18 I-5 to U.S. 101) for a resolution of support; and

WHEREAS, The Interim Corridor Strategy represents Phase 1 of a four-phase corridor development process; and

WHEREAS, The Interim Corridor Strategy has been developed collaboratively with representatives of the cities, counties and tribes within the corridors: regional, federal and state agencies with jurisdiction in the corridor; and in consultation with key stakeholders and the public in the corridor; and

WHEREAS, Said document proposes an interim strategy and objectives for the operation, preservation and enhancement of all transportation modes and facilities within the Portland to Lincoln City corridor; and

WHEREAS, The Interim Corridor Strategy and objectives will guide development of local and regional Transportation System Plans for the corridor, refinement plans for specific areas and issues in the corridor, and the development of a final corridor plan and implementation strategy for the corridor; and

WHEREAS, The adopted policies and actions contained within the RTP will provide the basis for the Phase 2 Corridor Plan; now, therefore,

BE IT RESOLVED:

1. That JPACT and the Metro Council supports this Interim Corridor Strategy document as shown in Exhibit A and urges adoption of the findings and conclusions by the Oregon Transportation Commission.

2. That the development of the corridor plan during Phase 2 should be coordinated with the *Regional Transportation Plan Update* to recognize any relevant changes in transportation performance measures including Level of Service (LOS).

3. That consistent with the *Urban Growth Management Functional Plan*, Metro staff work with the Oregon Department of Transportation (ODOT) in pursuing agreements with neighboring cities and counties to preserve green corridors as part of the Interim Strategy in the corridor.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 1997.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## CHAPTER 6

# Interim Corridor Strategy

---

The Highway 99W/18 corridor provides mobility for commuters and tourists between Oregon's largest metropolitan area and the central Oregon Coast, and serves freight movement among communities within and beyond the corridor. For each mode of transportation, issues of concern have been identified through a public involvement program and consultation with agencies. Limited technical data was available to assist in framing the issues.

Based on the physical and service inventories of the corridor, opportunities for future improvements were identified, together with potential constraints related to their implementation (see Chapter 5). A number of improvement options could involve institutional or legislative actions for implementation, or increased cooperation and coordination among stakeholders in the corridor. Other programs include physical or service improvements with uncertain sources of funding or subsidy.

At this stage in planning for the corridor, a wide range of alternatives addressing all modes of travel is sought for later evaluation. More detailed studies will be conducted in Phase 2 Corridor Planning and Phase 3 Refinement Planning processes (see Chapter 1). Individual projects can then advance through project development to implementation. The implementation stage for some projects and programs will involve many agencies and diverse funding sources. The corridor plan will provide a basis for coordinating actions among the participants.

Specific actions, activities, or projects are included in the strategy based on the current available information. Their inclusion does not preclude future reconsideration or addition of other actions, activities, or projects. Rather, it is intended to present information useful in responding to travel demands in the corridor.

The overall corridor strategy consists of interim objectives that address each of the categories in the Oregon Transportation Plan. In some cases, individual objectives may respond to several of these categories. For example, some projects to improve regional connectivity also could be expected to ease future congestion. Similarly, programs to address transportation balance through demand management also would affect energy and environmental objectives. For these overlapping effects, the reader is urged to review the related categories.

The discussion of improvement options may pertain to general conditions in the corridor, or only to the urban or rural portions, or to individual segments of the corridor. These limitations are noted where applicable.

## Transportation Balance

The Oregon Transportation Plan states that a balanced transportation system is one that provides transportation options at appropriate minimum service standards, reduces reliance on the single occupant automobile where other modes or choices can be made avail-



able, particularly in urban areas, and takes advantage of the inherent efficiencies of each mode. In the Highway 99W/18 corridor, many modes of travel are available, but travel remains dominated by the private automobile. Plans and policies to encourage alternative commute modes have been adopted in the metropolitan area, and more widespread acceptance can be expected in the urban centers during the next 20 years.

The transportation balance goal is:

*Provide for a balanced mix of modes of transportation within the corridor in order to provide a range of modal choice for urban and rural users of the transportation system.*

## **Actions and Objectives**

For each travel mode, objectives were developed that respond to identified issues. These strategies are outlined briefly below.

### **Automobile**

- A1. Increase vehicle occupancy through expanded rideshare programs.
- A2. Develop other transportation demand management techniques, such as vanpooling, telecommuting, and flexible work schedules.
- A3. Consider implementation of "guaranteed ride home" programs in conjunction with ridesharing efforts.
- A4. Establish park-and-ride lots at selected locations in the corridor to serve carpool formation. Sites could be chosen based upon their proximity to major intersections or interchanges and for their market potential in attracting park-and-ride users. Candidate locations include Sherwood, Newberg, McMinnville, and Willamina.
- A5. Evaluate potential use of high-occupancy vehicle (HOV) lanes and HOV bypass lanes upstream of congested intersections and highway on-ramps..
- A6. Improve highway connections to existing and future transit and intercity bus terminals, airports, and trucking terminals.

### **Public Transit**

- B1. Identify ways to improve commuter transit service between the Portland metropolitan area and cities in Yamhill County.
- B2. Maintain and improve bus service between cities in Yamhill County and connections to Washington County at levels consistent with market demand and funding availability.
- B3. Investigate the feasibility of linking proposed park-and-ride lots with express transit service to major employment centers in the metropolitan area.
- B4. Expand intra-urban public transit service in McMinnville if feasibility is demonstrated in the studies currently under way.
- B5. Connect transit service to and between passenger terminals for existing and future rail, intercity bus, and airports.

- B6. Maintain or expand intercity bus service to communities in the corridor.
- B7. Resort-oriented bus operations such as those serving the casinos should be expanded, possibly to include other destinations at the Oregon Coast.
- B8. Coordinate all bus pull-out needs with transit and school bus system operators.

### **Passenger Rail**

- C1. The feasibility of commuter rail and intercity passenger rail services between Portland area light rail stations and cities in the corridor should be further evaluated. Excursion service to the Spirit Mountain Casino also should be evaluated.
- C2. Preserve or acquire abandoned rail lines for possible future use.

### **Transportation Services for the Transportation-Disadvantaged**

- D1. Improve the mobility of the transportation-disadvantaged population living within the Highway 99W/18 corridor using a coordinated approach involving state, local, and private providers of specialized social and medical services.
- D2. Continue dial-a-ride service for patrons in the corridor.
- D3. Support Volunteer Transit Incorporated and other volunteer services for handicapped and elderly throughout the corridor.
- D4. Consider expansion of dial-a-ride service for the transportation-disadvantaged in Polk County.
- D5. Design all passenger intermodal transportation hubs to comply with the Americans with Disabilities Act.
- D6. Improve coordination and sharing of equipment among special transportation providers.

### **Truck and Rail Freight**

- E1. Maintain and promote the use of existing freight rail lines (Portland and Western, Willamette and Pacific) in the corridor as a viable means for freight movement.
- E2. Determine if intermodal truck and railroad facilities are feasible in the corridor.
- E3. Support improvement of the Westside branch line to FRA Class 3 standards between McMinnville and Tigard.
- E4. Enhance truck freight mobility by providing highway improvements such as truck climbing lanes and curve realignments.

### **Pedestrian**

- F1. Provide sidewalks where determined appropriate on both sides of the highway in urban and rural communities, as well as convenient and safe pedestrian crossing opportunities.
- F2. Consider planting strips between the curb and sidewalk in urban areas.

- F3. Link sidewalks together by completing intermittent sections, particularly in Tigard, Tualatin, Sherwood, Newberg, and Dundee.
- F4. Pedestrian refuge islands should be provided where crossing distances are wide, and in conjunction with raised median installations.
- F5. Consider developing separate multi-use paths for pedestrians and bicyclists along limited-access or heavily traveled portions of the corridor, or along new bypasses.
- F6. Consider grade-separated pedestrian crossings at convenient locations in areas where high travel speeds limit safe opportunities for at-grade crossings.
- F7. Visually distinguish areas of high pedestrian activity. Evaluate using alternative paving materials for crosswalks that contrast with the road surface.
- F8. Replace or upgrade pedestrian facilities where improvements are made to increase the mobility or safety of other transportation modes.
- F9. Include pedestrian access and facilities in the design of transit and park-and-ride facilities.
- F10. In areas where complete access control is developed, provide pedestrian and bicycle facilities on overcrossing structures or in association with interchanges so that barriers are not created.

### **Bicycle**

- G1. Provide continuous bicycle facilities (bike lanes or shoulder bikeways) along the Highway 99W/18 corridor using 6-foot paved shoulders wherever feasible.
- G2. Incorporate bikeways into future highway and bridge projects, including bypasses.
- G3. Provide connections to local bicycle facilities where feasible.
- G4. Provide safe bicycle crossings with railroads (i.e., even surfaces, right-angle crossings).
- G5. In areas where shoulders are narrow and levels of recreational bicycling are high, consider "Watch for Bikes on the Roadway" or similar signs.
- G6. Clean roadway shoulders when debris accumulates, particularly in the peak summer cycling months.
- G7. Provide secure bicycle parking at all transit and park-and-ride facilities.
- G8. Outfit transit and intercity buses with bike racks.
- G9. Encourage employers to provide secure bicycle parking, showers, and lockers for bicycle commuters.
- G10. See also F5 and F10.

### **Airports**

- H1. Ensure that airports in the corridor continue to be protected by airport overlay zoning to prevent construction or growth of obstructions into the Federal Aviation Administration Part 77 Airspace around the airports.

- H2. Aviation easements should be dedicated to the airport operators before any new development is allowed within the land beneath the FAR Part 77 Approach Surfaces.
- H3. Encourage cities and counties to adopt land use regulations that protect existing public use airports from land use conflicts and provide compatible land use near the airport.
- H4. Support intrastate and interstate passenger flights in new markets (for example, McMinnville or coast communities).
- H5. Expansion of McMinnville Municipal Airport facilities should be considered to accommodate increased regional demands, together with shuttle van services to the airport to improve airport access and usage. A master planning effort for the airport is now under development.
- H6. Evaluate appropriate shuttle bus service to Portland International Airport. Encourage service expansion in ways that best respond to demand.

### Pipeline

- I1. Coordinate with utility contractors, maintaining and/or replacing utility lines in the corridor.

## Regional Connectivity

Regional connectivity is a measure of how well the corridor connects various parts of the state and nation. This is usually quantified in terms of travel times, or described by reflecting the level of transportation services available. The issue of travel time overlaps with the congestion and transportation balance performance measures. Both of those measures can affect regional connectivity. Increased congestion may result in slowed travel times and discontinuity between regions. Congestion is caused when demand exceeds available capacity and may be the result of a transportation system that is not in balance (that is, people or goods are moving inefficiently).

The regional connectivity goal is:

*Develop transportation facilities within the corridor in order to provide a high degree of regional connectivity for all corridor users, both internal to the corridor as well as those passing through the corridor to other parts of the state and nation.*

### Actions and Objectives

- J1. Improve operations at highway-to-highway junctions and major intersections. If necessary, provide grade-separated interchanges in response to operation and safety needs.
- J2. Continue project development efforts related to the Newberg-Dundee Bypass to assist in relieving congestion in the Newberg/Dundee area. If ongoing analysis indicates feasibility, this bypass could be constructed as a limited-access tollway.

- J3. Continue project development efforts of a limited-access expressway from I-5 to Highway 99W (Tualatin-Sherwood Highway). If constructed, this limited-access facility could be operated as a tollway.
- J4. Identify locations for Highway 99W's interchanges with the proposed Newberg-Dundee Bypass and Tualatin-Sherwood Expressway.
- J5. Maintain or improve travel times for both autos and freight through high levels of facility management, including speed change lanes, turn refuges, synchronized signals, and access management.
- J6. Implement planned access management projects in Tigard and Newberg.
- J7. Implement the three-phase facility plan to convert Three Mile Lane in McMinnville to a limited-access facility. The plan includes an interim signal installation near the airport in Phase 1, to be replaced with a grade-separated interchange in Phase 2, together with an ancillary road network for local access. In Phase 3, the East McMinnville interchange would be reconstructed as a full-service interchange, eliminating the Cruikshank Road intersection. An interchange also would be developed at the Lafayette Highway to the east in Phase 2.
- J8. Investigate conversion of the Highway 99W/18 junction to a limited-access facility.
- J9. Evaluate Highway 18 between McMinnville and the Van Duzer State Park to determine needs for passing lanes, capacity improvements, intersection improvements, grade-separated interchange at Highway 22 (Valley Junction), and access management applications.
- J10. Investigate alternative access between Willamina and Highway 18 to address concerns related to the loss of the Steel Bridge.
- J11. Take action to reserve right-of-way needed for future transportation projects.
- J12. Use the ODOT Pavement Management System to implement state policy to maintain road surfaces at a 90 percent fair-to-good rating.
- J13. Use the ODOT Bridge Management System to maintain bridges in adequate structural and operational conditions.

## Congestion

Congestion is defined as the level at which transportation system performance is no longer acceptable due to traffic interference. Both recurring and incident congestion are included.

The highway congestion goal is:

*Operate all transportation facilities within the corridor at a level of service that is both cost-effective and appropriate for the area they serve.*

## Actions and Objectives

- K1. Manage transportation demand using techniques such as:
- Increased use of carpools and vanpools through carpool-matching and marketing activities
  - Increased use of transit
  - Adoption of measures to provide travel time advantages to buses
  - Examine means to shift travel demand to off-peak hours with flex-time or shortened work weeks
  - Include employer trip reduction programs in planning, development review, and access permitting processes
  - Investigate the feasibility of congestion pricing in the Portland metropolitan area and on potential tollway facilities
  - Promote increased use of telecommunication and intelligent transportation system technologies
- K2. Evaluate travel demand and highway capacity from I-5 to the southern Sherwood UGB.
- First, implement an aggressive TSM program that improves the flow of traffic. Determine which of the following techniques are appropriate for individual locations:
    - Provide raised median, turn lane, and signal modifications.
    - Limit traffic movements crossing the corridor or turning left to arterials and major collectors only.
    - Adopt signal timing/interconnection plans that emphasize through movements on the facility.
    - Restrict new signal installations.
    - Provide major intersection improvements.
  - Second, investigate widening of Highway 99W to six lanes north of Sherwood only if (1) the Tualatin-Sherwood Highway cannot be constructed, and (2) implementation of the TDM and TSM programs do not result in acceptable travel conditions.
- K3. Widen Highway 99W to four through lanes from the Highway 99W/18 intersection at (McDougal Corner) to Dundee, particularly if the bypass study calls for connection in south Dundee.
- K4. Consider the use of frontage roads and grade-separated interchanges in the ongoing development of a plan in the Sherwood area.

- K5. Identify capacity and safety needs between Sherwood and Rex Hill, including access management measures.
- K6. Develop Highway 18 as a fully access-controlled facility between the Van Duzer Corridor and Highway 99W at McDougal Corner.
- K7. Construct passing lanes and truck climbing lanes at appropriate locations throughout the corridor (for example, eastbound passing lane from Fort Hill to Wallace Bridge).
- K8. Upgrade merge lengths at intersections and ramps where difficulties are revealed (for example, Dayton on-ramp going north; Sheridan on-ramp going north).
- K9. Investigate lengthening turnouts for slow-moving vehicles, particularly where passing lanes are infeasible.
- K10. Improve safety and reduce congestion by providing turn lanes. Evaluate the following locations:
  - Extend center turn lane at west end of Grand Ronde further west
  - Add left-turn lanes at Rowell Creek Road, Fort Hill Road, and Masonville Road
- K11. Improve local street systems to provide alternatives to the use of Highway 99W/18 for intra-area travel. These alternative street networks could reduce the need for highway capacity improvements and can be identified through the Transportation System Planning process.
- K12. Provide signal installations in rural areas only as an interim measure, accompanied by a long-range plan for interchanges or overcrossings.
- K13. Improve or provide traffic signal coordination in urban areas, specifically along Highway 99W in Tigard, Sherwood, and in Newberg.
- K14. Maintain responsive and efficient traffic signal settings throughout the corridor; e.g., improve settings at the Highway 99W/Fifth Street intersection in Dundee.
- K15. Develop access management plans for critical highway segments. Adopt the most restrictive access management category for each highway segment, consistent with existing and planned adjacent land uses and consistent with local TSPs and state provisions.
- K16. Develop an access management plan for Highway 18 in the Fort Hill, Valley Junction, and Grand Ronde area.
- K17. Evaluate the need for grade-separated interchanges at existing locations along Highway 18, including Highway 22 at Valley Junction and Highway 221 near Dayton.
- K18. Develop and implement an incident management program to address prevention, response, site management, incident clearance, motorist information, emergency services, and alternative route planning.

## Safety

The improvement of transportation safety is a continuing goal of all agencies involved in the provision of transportation services. A Safety Management System is under development at ODOT to identify the potential for accident reduction for different kinds of improvements and at various levels of investment. It will help define the extent to which roadway design features and operating practices contribute to accident hazards.

The safety goal is:

*Continually improve all facets of transportation safety within the corridor.*

### Actions and Objectives

- L1. Target safety improvement projects to sections of the corridor with the highest accident rates. Analyze the accident types at all SPIS accident index sites and develop solutions that reduce accident rates.
  - Consider the appropriate posted speeds through developed areas (for example, Sherwood, Dundee, Fort Hill, and Grand Ronde)
  - Increases in traffic enforcement
  - Minor design modifications such as change in striping, geometric layout, or illumination
  - Signalization and signing modifications to reduce potential hazards
  - Major redesign, including grade separations (for example, overpass and bridge structures, alignment changes, and passing lanes)
  - Improved maintenance practices such as sanding and debris removal
- L2. Develop a strategy to improve the Highway 99W/18 intersection at McDougal Corner, including consideration of realignment, grade-separation, and future connection to the Newberg-Dundee Bypass.
- L3. Review citizen input on accident or problem locations and identify what action might be taken to improve safety at those locations.
 

Specifically study the following accident/problem locations:

  - Highway 99W through Sherwood, including Meinecke Road
  - Valley Junction
  - Bear Creek
  - Slick Rock Creek
  - North Bank Road
- L4. All roadway surface striping, including fog lines, should be maintained to be highly visible.
- L5. Widen shoulders throughout the corridor to standard widths and rebuild curves with sight distance deficiencies, including through the Van Duzer Corridor, if practical.



- L6. Eliminate median openings along Highway 99W, particularly between King City and Newberg, where safety history demonstrates potential problems. Consider retaining median openings only at public streets.
- L7. Provide public telephones or call boxes at approximately 5-mile intervals throughout the length of the corridor. Phones can be located at grocery stores or gas stations, or may be needed as stand alone phone booths (well lit and maintained) where no development exists.

## Economic Impacts

Transportation systems can have a significant positive or negative economic impact. New transportation services can act as a catalyst of the siting of new businesses and the creation of jobs and for promoting access to recreational opportunities. Conversely, changes in the transportation system, such as recurring congestion or the elimination of some type of modal choice, can have the opposite effect and result in the loss of businesses and jobs.

The economic impact goal is:

*Promote economic health and diversity through the efficient and effective movement of goods, services, and passengers in a safe energy efficient and environmentally sound manner.*

## Actions and Objectives

- M1. Enhance development of planned industrial and commercial sites through road facility and transportation service improvements.
- M2. Support timely and efficient truck movements by maintaining minimum levels of service.
- M3. Address congestion affecting access to town centers (for example, King City, Sherwood, and Newberg) with transportation improvements that emphasize transit, pedestrian, and bicycle modes.
- M4. Minimize adverse impacts to farmland and forest land along the corridor.
- M5. Enhance tourist travel to the Oregon Coast and other destinations in the corridor.
- M6. Provide adequate advance signing for businesses affected by actions to manage access.

## Social Impacts

Transportation systems can have far reaching but sometimes very subtle social impacts on a community. A highway by-pass can isolate a community while improving regional connectivity. A street improvement can provide a benefit for persons traveling on the street but can have an adverse impact on an adjacent land use. Thoughtful analysis is needed to understand potential impacts both positive and negative when transportation system changes are planned.

The social impacts goal is:

*Provide a transportation corridor that has positive social impacts by providing for the safe movement of goods and people while reducing the negative impacts caused by transportation/land use conflicts.*

### **Actions and Objectives**

- N1. Examine methods to reduce the negative impacts and increase the positive impacts of Highway 99W/18 corridor transportation systems on neighborhoods, parks, and community facilities.
- N2. Improve pedestrian crossing opportunities, particularly in the urban sections of Highway 99W/18, to reduce the "barrier" effect of the roadway and to foster safe pedestrian connections between both sides of the road.
- N3. Include landscaped medians to improve the "friendliness" of the streetscape (e.g., plant trees to separate sidewalk from curbs).
- N4. Plant trees alongside portions of the highway where it does not impair sight distances.
- N5. Address impacts on historic properties related to widening the highway.
- N6. Coordinate transportation improvements with scenic byways programs.

### **Environmental Impacts**

The fact that transportation systems have an impact on the adjacent environment is undeniable. This impact can be in the form of noise, water pollution, air pollution, or physical disruption of the environment caused by the construction of a facility. Through careful management of the operation or modifications of a design for a facility, it is possible to reduce the impacts to acceptable levels. Accidents are another source of environmental impact upon the corridor when vehicle fuels or vehicle cargoes are spilled.

The environmental impacts goal is:

*Provide a transportation system throughout the Highway 99W/18 corridor which is environmentally responsible and encourages protection of natural resources.*

### **Actions and Objectives**

- O1. Avoid or minimize transportation system improvement impacts to sensitive natural resource areas (e.g., Tualatin River National Wildlife Refuge, Van Duzer State Park Corridor, the Salmon River estuary, Cascade Head Scenic Research Area, etc.). Evaluate the benefit of capacity improvements outside these areas before considering similar capacity improvements in these areas.
- O2. Inventory sensitive environmental and cultural resources throughout the length of the corridor. Identify the resources that should be avoided if possible when developing transportation improvement projects. Items to inventory should include at least the following:
  - Rare, threatened, and endangered plants and animals or their known habitats
  - Wetland resources

- Water quality in adjacent creeks, streams, and rivers
  - Parks, schools, and churches
  - Wildlife refuges or significant wildlife habitat
  - Hazardous materials sites
  - Archeological, historic, and cultural resources
  - Soil and slope stability
- O3. Consider enhancements or management techniques that maintain or enhance the visual quality of the corridor by the following actions:
- Improve directional and informational signing for existing attractions.
  - Construct additional roadside turnoffs at scenic and historic locations.
  - Use vegetation management resources to create and protect scenic vistas (e.g., scenic buffers for timber harvests) and to replace or redesign vegetation lost to transportation system projects.
  - Seek restrictions on scenic intrusions such as billboards and other non-essential signs.
  - Implement Green Corridor protection through intergovernmental agreements in county plans.
- O4. Develop a coordinated accident response plan with the jurisdictions along the corridor to reduce the impact of hazardous material spills.
- O5. Design roadway improvements and new facilities to minimize surface runoff pollutants in adjacent streams and rivers. In addition, review maintenance and sanding practices near bridges.
- O6. To achieve regional, state, and federal air quality standards, institute measures to reduce vehicle miles traveled and congestion, particularly within the Portland metropolitan area airshed portion of the corridor.
- O7. Consider the need to construct berms or walls, if warranted, to reduce noise levels as traffic levels increase.
- O8. Develop a corridor signing program in transitional/rural areas to reflect services available.
- O9. Consider parkway style improvements to complement the rural character of the corridor and to mitigate visual impacts.
- O10. Develop a strategy to improve fish passage through streams and culverts in compliance with the Governor's Salmon Recovery Initiative.
- O11. Address environmental impacts of new roadway routes with a thorough analysis of alternatives and programs to mitigate adverse impacts.

## Energy Impacts

Transportation systems and modal choices can have a significant impact on energy consumption. The lack of an appropriate mode may result in people, goods, or services moving in an inefficient manner. Transportation facility design may result in improved efficiency or diminished efficiency.

The energy impacts goal is:

*Provide a transportation system that minimizes transportation-related energy consumption through the use of energy efficient and appropriate modes of transportation for the movement of people and goods.*

### Actions and Objectives

- P1. Give priority to those projects that reduce energy consumption.
- P2. Examine methods to reduce energy consumption through the use of TDM techniques such as:
  - Carpooling and vanpooling
  - Increased use of public transit for commute trips
  - Increased use of intercity transit and rail modes
  - Reduction of trips through strategies such as telecommuting, flex-time, and variable work schedules

INTERGOVERNMENTAL AGREEMENT ON  
GREEN CORRIDOR AND RURAL RESERVE AND POPULATION COORDINATION  
BETWEEN THE CITY, THE COUNTY,  
METRO AND THE OREGON DEPARTMENT OF TRANSPORTATION

This Agreement is entered into by and between the City, the County, Metro ("Metro") and the Oregon Department of Transportation ("ODOT") pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

RECITALS

WHEREAS, The Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, Anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, The City wishes to maintain its distinct identity, and the City and Metro are interested in maintaining separation of the City from the metropolitan area; and

WHEREAS, To achieve this separation, the City, the County and Metro are interested in creating permanent reserves of rural land between the City and the metropolitan area and taking coordinated action to reduce urban development pressures upon such rural reserve areas; and

WHEREAS, The City, the County, Metro and ODOT have a common interest in planning connecting highways between the City and the Metro area as "Green Corridor" high performance, multi-modal transportation facilities, where access is tightly controlled and development pressures are minimized; and

WHEREAS, The City, the County, Metro and ODOT further intend such Green Corridors to reinforce the separate and distinct identities of the City and the Metro area, support a multi-modal transportation system and intra-urban connectivity, and encourage economic development within the City; and

WHEREAS, The City, the County, Metro and ODOT are interested in preserving and protecting the rural and natural resource character of rural reserve areas along the Green Corridor that separate the City from the metropolitan area, and are further interested in protecting farm and forest activities in those areas from development pressures and incompatible uses; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions relating to land use be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268; and

WHEREAS, OAR 660, Division 12 requires ODOT, Metro, and the City and County to prepare and adopt, respectively and in coordination with each other, state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, ORS 195.036 requires the coordination of population forecasts: the City with the County and Metro with the County;

NOW, THEREFORE, the City, the County, Metro and ODOT agree as follows:

## AGREEMENT

### I. Purpose

The parties agree that they are mutually interested in and will work together to:

- A. Preserve the distinct and unique identities of the City and the metropolitan area by maintaining a separation of the City from the metropolitan area.
- B. Plan and manage connecting highways between the City and the Metro area as Green Corridor high performance, multi-modal transportation facilities.
- C. Recognize that each Green Corridor is critical to inter-urban connectivity and to support and encourage economic development and a jobs-to-housing balance within the City.
- D. Preserve and protect the rural and natural resource character and values of Rural Reserve areas along the Green Corridor that separate the City from the metropolitan area.
- E. Control access to the Green Corridor to maintain the function, capacity and level of service of the facilities, enhance safety and minimize development pressures on Rural Reserve areas.
- F. Establish a plan to protect the unique visual character of each Green Corridor.
- G. Permanently [D]esignate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the City's Urban Growth Boundary and Urban Reserve areas.
- H. Act together to reduce development pressures upon Rural Reserve, areas and thereby enhance certainty and viability of resource uses in the Rural Reserves,

### II. Definitions

A. "Green Corridor" means the high performance, multi-modal transportation facilities connecting the City to the metropolitan area and the surrounding identified rural lands within which the rural and natural resource character will be preserved and protected to maintain separation between the City and the metropolitan area and preserve the unique identities of the City and the metropolitan area.

B. "Rural Reserve" areas are those areas identified by the parties pursuant to the terms of this agreement to provide a permanent separation and buffer between Metro's Urban Growth Boundary and Urban Reserve areas and the City's Urban Growth Boundary and Urban Reserve areas and thereby maintain the distinct identity and character of the City and the metropolitan area.

### III. Establishment and Amendment of Green Corridor Boundaries

#### A. Establishment of Green Corridor boundaries.

1. Until permanent Green Corridor boundaries are established as provided for in this Agreement, interim Green Corridor boundaries shall be established which extend out a distance of 200 feet from both edges of the right of way of the transportation corridor as shown on map Attachment "A" to this Agreement.

2. Permanent Green Corridor boundaries shall be established by the County in cooperation with the City, ODOT and Metro ~~mutual agreement of the parties~~. The establishment of Green Corridor boundaries and the land use and transportation strategies applied within Green Corridors shall take into consideration:

a. The unique visual and functional characteristics of the corridor.

b. The views from the transportation corridor as seen at normal highway speeds and the width of the area alongside the transportation corridor that affect the function of that corridor.

#### B. Amendment of Green Corridor Boundaries.

1. Green Corridor boundaries may be amended by the County in cooperation with the City, ODOT and Metro ~~mutual agreement of the parties~~. ~~The party proposing an amendment to a Green Corridor boundary shall be the lead coordinating agency and shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.~~

2. When amending Green Corridor boundaries, the parties County shall work in cooperation with the City, ODOT, and Metro ~~consider~~:

a. The views from the transportation corridor as seen at normal highway speeds;

b. The width of the area alongside the transportation corridor that affects the function of that corridor;

### IV. Comprehensive Planning Along Green Corridors

A. County comprehensive plan designations and zoning shall apply to all lands designated as Green Corridors. The development of a Comprehensive Plan and Comprehensive Plan amendments for lands within Green Corridor boundaries shall provide for notice and opportunity for comment with the City, Metro and ODOT.

B. ODOT shall prepare, adopt and amend a state transportation system plan addressing transportation facilities serving state transportation needs within Green Corridor boundaries. The County shall be responsible for the preparation, adoption and amendment of the local and regional Transportation system plans for facilities of regional and local significance within Green Corridor boundaries. Preparation, adoption and amendment of the state, regional and local transportation system plans shall provide for coordination with and participation by the City, Metro, the Oregon Department of Transportation and other entities providing transportation facilities or services within Green Corridor boundaries.

## V. Land Use and Development within Green Corridor Boundaries

A. The County shall ~~zone all lands~~ retain current zoning and protection of natural resources within Green Corridor boundaries and agree not to expand development until a review by the parties for rural and natural resource uses only. ~~Outside of existing exception areas, new land parcels less than 10 acres in size shall be prohibited.~~

B. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches, aggregate operations, wrecking yards, public maintenance yards) should be prohibited or restricted within Green Corridor boundaries to implement the purposes of this agreement. Within ~~48 months~~ 5 years of the signing of this agreement, the County shall amend its zoning and other applicable land use regulations to comply with this agreement ~~incorporate agreed-upon changes.~~ Uses which may be subject to limitations and affected by state law ~~prohibited~~ include:

1. Public or private schools, including all buildings essential to the operation of a school.
2. Churches and cemeteries in conjunction with churches.
3. Operations conducted for mining, stockpiling, crushing and processing of aggregate and other mineral and other subsurface resources.
4. Operations conducted for mining and processing of geothermal resources and oil and gas.
5. Airports and personal use airports for airplanes and helicopter pads.
6. Private or public campgrounds and recreational vehicle parks.
7. Solid waste disposal facilities.
8. Commercial utility facilities for the purpose of generation of power for public use.
9. Dog kennels, including kennels associated with the breeding and training of greyhounds.
10. Wrecking yards.
11. Commercial uses in conjunction with farm use, except where the commercial use is located within an enclosed or covered area not exceeding 1000 square feet of gross floor area.



12. Transmission towers and utility facilities necessary for public service, except upon demonstration that a location outside a Green Corridor is not reasonably practicable.

13. Public maintenance yards.

14. Concrete and asphalt batch plants.

15. Rural industrial uses.

## VI. Screening, Buffering and Signage

A. In coordination with the other parties, within ~~18 months~~ 5 years of signing this agreement, the County shall establish screening and buffering requirements for development within Green Corridor boundaries to retain and enhance views of the undeveloped rural landscape, minimize views of non-resource land uses, and reduce urban development pressures within Green Corridor boundaries. These requirements shall be incorporated into the appropriate comprehensive and area-wide plans and the appropriate sections of the zoning ordinances.

B. In establishing screening and buffering requirements for development within Green Corridor boundaries, consideration shall be given to:

1. Restricting or eliminating views of non-natural developments, or views that detract from the rural nature of the green corridor, and

2. Providing for buffers and screens that can be easily maintained.

~~[C] D.~~ For existing non-rural development within, ~~or adjacent~~ or deemed by the cooperating parties to be a visible intrusion into the Green Corridor; ODOT in cooperation with the County, City, and Metro shall develop a program for installing and maintaining effective of visual screens[ing]. Such a program shall contain a landscaping/screening plan for the Green Corridor, which will include identification and prioritization of areas to be screened, and cooperative implementation and maintenance measures.

~~[D] G.~~ ODOT and the County shall work together to develop a coordinated program for sign consolidation within the Green Corridor boundaries in cooperation with the County, City and Metro.

## VII. Access Management and Roadway Improvements

A. In coordination with the other parties, ODOT ~~shall establish~~ will review the access management ~~designation~~ measures within Green Corridor boundaries and develop a cooperative Access Management Plan that promote[s] high performance, multi-modal transportation facilities connecting the City to the metropolitan area while limiting development pressures on rural and natural resource lands within the Green Corridors. The Access [M]management Plan shall include techniques shall to consolidate and limit access[es] to and rural areas from the Green Corridor to cooperatively purchase access rights, and/or allow no new accesses to the Green Corridor highway except where no reasonable alternative exists.

B. Improvements to the Green Corridors shall be conducted for the purposes of improving multi-modal access, traffic safety, the movement of freight, and aesthetics, and shall not be intended solely to improve access for single-occupancy vehicles.

C. Shared access shall be required to the extent reasonably practicable.

## VIII. Establishment and Amendment of Rural Reserve Boundaries

A. Establishment of Rural Reserve boundaries.

1. The Rural Reserve boundaries shall be as shown on map Attachment "A" to this Agreement.

B. Amendment of Rural Reserve Boundaries.

1. ~~The initial~~ Rural Reserve boundaries may be amended by the County in cooperation with the City, ODOT and Metro mutual agreement of the parties. ~~The party proposing an amendment to a Rural Reserve boundary shall be the lead coordinating agency and~~ The County shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement.

2. ~~The initial Rural Reserve boundary is based on population projections for the Metro and the City's Urban Reserve areas that have been agreed upon by the parties to this agreement. Changes in population projections that result in changes to the Rural Reserve boundary will be based on a coordinated forecast. Metro and the City, however, have ultimate authority over the population projections for their respective Urban Reserve boundaries and Urban Growth boundaries.~~

3. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.

## IX. Comprehensive Planning and Zoning within Rural Reserve Boundaries

A. County comprehensive plan designations and zoning shall apply to all lands within Rural Reserve areas. The development of comprehensive plan policies and zoning for lands within Rural Reserve areas shall provide for notice and opportunity for comment with the City, ODOT and Metro.

B. ~~The provisions governing the rural reserve in this agreement shall be consistent with Metro's Urban Growth Management Functional Plan regarding rural reserves and green corridors shall be used as guidelines in developing a plan for~~ [t]hese rural lands shall and maintain the rural character of the landscape and our agricultural economy. ~~New rural commercial or industrial development shall be restricted to the extent allowed by law. Zoning shall be for resource protection on farm and forestry land, and very low density residential (no greater than one unit per five acres) for exception land.~~

~~[C] B. The County shall zone all lands within Rural Reserve areas for rural and natural resources uses only. The County shall not upzone existing exception areas or nonresource lands to allow a density of development that is greater than what is permitted by existing zoning as of the effective date of this agreement.~~

~~[D] C. Outside of existing exception areas, new land parcels less than 10 acres in size shall not be permitted.~~

## X. Development within Rural Reserve Areas

A. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches) should be prohibited or restricted within Rural Reserve areas to implement the purposes of this agreement. Within ~~18 months~~ 5 years of signing of this agreement, the County shall amend its zoning and other applicable land use regulations to incorporate agreed-upon changes.

## XI. Population Coordination

A. As the County and City are required by ORS 1975.036 to coordinate their population forecasts, and the County and Metro, within its district, are required to coordinate their population forecasts, this agreement is intended to provide for overall coordination of these forecasts.

B. Whenever the County, City or Metro prepare a draft population forecast, they shall provide copies of the forecast to the other parties. After review by all parties, including the City, County and Metro, if agreement by all three parties is reached, a letter from each party from the Mayor, Chair of the County Commission and Metro Presiding Officer to all other parties stating agreement with the forecast shall be sent. Land use planning and other work of the parties based on the population forecasts may then commence. In the event that agreement cannot be reached, the parties agree to bring the matter before a neutral fourth party for mediation.

## XI[1]. Notice and Coordination Responsibilities

A. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on plan amendments or zone changes affecting lands within the Green Corridor.

B. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 15 days prior to administrative action on any development applications (including, but not limited to, conditional use permits and design review) that affect lands within the Green Corridor.

C. ODOT shall provide notice to and opportunity for comment to the City, the County and Metro on access management plans and improvements affecting state highways within the Green Corridor.

D. The County shall provide the City, ODOT and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal ~~that could affect land within a Rural Reserve area, and which is pertinent to the statements of mutual interest.~~

E. The City shall provide the County, ODOT and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal ~~that could affect land within a Rural Reserve area, and which is pertinent to the statements of mutual interest.~~

F. Metro shall provide notice to and provide opportunity for comment to the City, ODOT and the County at least 30 days prior to the first scheduled public hearing on any proposed urban growth boundary, urban reserve boundary or functional plan amendment that could affect land within a Rural Reserve area. and which is pertinent to the statements of mutual interest.

G. Metro, ODOT, City and County planning officials shall attempt to informally resolve any dispute regarding either party's performance or decisions under this agreement, or regarding the terms, conditions or meaning of this agreement. Disputes which are not resolved through this informal process shall be resolved by participation in this dispute resolution process administered by the Department of Land Conservation and Development (DLCD). Either party may request participation in the dispute resolution process upon ten (10) days prior written notice. DLCD shall conduct the dispute resolution process in accordance with its established process or the future provisions of any such process. Any and all cost of the dispute shall be assessed equally to both parties.

H. In order to fulfill the cooperative planning provisions of this agreement the City, County, Metro and ODOT shall provide each other with needed data, maps, and other information in hard copy or digital form in a timely manner without charge.

#### **XII[ I ]. Amendments to this Agreement**

This Agreement may be amended in writing by the concurrence of all parties. The terms of this agreement may be reviewed at the time that the parties adopt modifications to related agreements.

#### **XIII[ IV ]. Termination**

This agreement shall continue indefinitely. It may be terminated by any of the parties within 60 days written notice to the other parties.

**XI V. Severability**

If any section, clause or phrase of this agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the agreement shall be severed from the invalid parts and shall remain in full force and effect.

THE CITY

THE COUNTY

\_\_\_\_\_  
Mayor, City

\_\_\_\_\_  
Chairperson, County  
Board of Commissioners

ATTEST:

ATTEST:

By: \_\_\_\_\_  
City Recorder

By: \_\_\_\_\_  
Recording Secretary

METRO

OREGON DEPARTMENT OF TRANSPORTATION

\_\_\_\_\_  
Presiding Officer, Metro Council

\_\_\_\_\_  
Director

ATTEST:

ATTEST:

By: \_\_\_\_\_  
City Recorder

By: \_\_\_\_\_  
Recording Secretary



**METRO**

April 24, 1997

Mr. William Blosser, Chair  
Land Conservation and Development Commission  
1175 Court Street Northeast  
Salem, Oregon 97310-0590

Dear Mr. Blosser:

This letter is in response to the Commission's Transportation Planning Rule evaluation report. Metro's Joint Policy Advisory Committee on Transportation (JPACT), Metro Policy Advisory Committee (MPAC) and the Metro Council have reviewed the draft recommendations prepared by your consultant on possible changes to the rule. The following comments are submitted for your consideration:

#### **Broader Mission of the TPR**

The consultant's review of the TPR focuses on the specific requirements for local governments to achieve per capita reductions in vehicle miles traveled (VMT) and parking spaces. The consultant has provided a number of findings on both of these quantitative measures. Specific comments on their findings are included in this letter.

Metro and its partners urge you to expand your review to consider the broader context of these measures as they relate to the overall mission of the TPR. We believe that Section 660.12.035(7) envisions a broader review when it directs the Commission to evaluate "...the results of efforts to achieve the [parking and VMT/capita] reductions." In this context, we believe that the Commission should define "results" as the effectiveness of the measures in helping local governments to plan for compact, multi-modal and more livable communities. In the Portland region, the 2040 Growth Concept began this effort, the Urban Growth Management Functional Plan has begun implementation, and we are continuing to use these measures and others to develop the transportation element of the Regional Framework Plan.

We therefore conclude that it is premature to revise the current standards, as recommended in the draft report to the Commission. Instead, we propose that the LCDC adopt new language that better defines the role of these measures in acknowledging local transportation plans. The new compliance language should be molded around a principle of good faith, with recognition of the extensive effort that the Portland region has made toward both the letter and intent of the TPR. This approach would be more constructive, and better reflects the fact that the VMT/capita measure alone will not produce more compact, livable communities. Based on this approach, we recommend that model-based requirements, like the VMT/capita measure, serve as implementation tools and not as state policy. Because models are inherently imperfect, and often do not reflect real conditions, their importance

Mr. Blosser  
April 24, 1997  
Page 2

should not be overstated in the TPR. Real data available in the next few years would provide a much more accurate data set from which to determine policy evaluation.

We concur with the recommendation in the LCDC staff report on this subject that further review is needed before the Commission accepts and endorses any action to revise the TPR. Specifically, we agree with LCDC staff that the Commission's Transportation Subcommittee complete this additional review, but we recommend that the subcommittee be broadened to include representation from the Oregon Transportation Commission and the four metropolitan planning organizations in the state. Further, the consultant report could be accepted, but should not be adopted as a representation of Commission conclusions.

We believe that, when the Commission evaluates the transportation element of the Regional Framework Plan, the Regional Transportation Plan (RTP) and local transportation system plans, acknowledgment should be based upon our best effort to meet the intent of the TPR while balancing competing land use and transportation goals to build more livable communities.

Instead, the draft recommendations proposed in the consultant's report are narrowly focused on standards and punitive measures that would not necessarily reflect the broader philosophical intent of the TPR. We propose that the Commission delay a change to the VMT and parking requirements until (1) Metro has completed the Regional Framework Plan and (2) local governments in the Portland region have adopted local plan amendments that implement the Urban Growth Management Functional Plan (UGMFP).

The consultant has recommended changes in the rule that are heavily based on planning efforts in other metropolitan planning areas (MPOs) in the state. However, Metro staff have also met with representatives of other MPOs, and all MPOs question some of the consultant's conclusions about the ability of these areas to meet the current requirements of the rule. Because the other MPOs encompass a comparatively small number of municipalities and counties, we believe that more active land use alternatives might be possible in these areas. Though they may lack the land use authority that Metro possesses in the Portland region, our region includes the complexity of 27 separate cities and counties. Other MPOs may include only three or four jurisdictions. The draft report does not fully consider these differences, and how other MPOs could better meet both the letter and intent of the TPR in building a more compact urban form.

In general, the draft report fails to fully consider land use efforts that have been, or could be made to meet the intent of the TPR. This is reflected by a cursory review of land use strategies made by other MPOs, and erroneous conclusions about Metro's Region 2040 findings. Based on mistaken VMT/capita reduction statistics that was half the actual amount that was demonstrated for the Portland region in the 2040 effort, the consultant seems to conclude that land use strategies will not make a meaningful contribution to VMT/capita reduction. In fact, the bulk of the 10.8 percent VMT/capita reduction demonstrated in the Region 2040 project was a result of closely coordinated land use and transportation assumptions. Further, we believe that the land use alternatives requirement of the TPR is the best reflection of the overall mission of the rule. The VMT/capita and parking reduction requirements should serve as complements to this primary mission.

The consultant's report also contains dated characterizations of national suburban development that does not reflect current trends in our metropolitan area. For example, the consultant argues that

suburban sprawl "shows few signs of abating", based on national statistics. We recommend that any Commission conclusion recognize a more timely look at the latest trends in our region, which include:

- The Metro UGB has had a major impact on the region, containing what might have been land extensive development.
- The median lot size created in our region has decreased significantly. In 1995-1996, median lot size was 6,700 square feet, substantially lower than that of the late 1970's (13,000 square feet) and the 1980's (9,000 square feet). This is significant when single family residential is far and away the largest land use in any region and affects the size of an urban area more than any other land use.
- During this same time period (1990-1995), actual employment densities built exceeded the Metro 2040 Growth Concept assumptions (116 percent of assumptions). The Metro 2040 Growth Concept strives to achieve a compact urban form, not the land-extensive suburban pattern in many metropolitan areas.
- Growth in our region during 1990-1995 was not limited to one area or one type of development. This more compact development pattern was occurring throughout the region.
- Per-capita transit ridership increased. Transit rides per capita steadily increased from 33.5 rides to 37.2 from the period 1990-1995.
- Vehicle miles per capita remained relatively stable and, given the limitations of measurement, small fluctuations may not be significant. In 1988, VMT/capita was 19.6, in 1995 it was 20.9.

### **Proposed Revisions to the Draft Recommendations**

The consultant's report also makes several good recommendations on the future use of the VMT and parking standards. However, JPACT and MPAC recommended the following changes based upon our own experiences as we begin to implement the TPR:

#### General Issue

- We strongly endorse the consultant's finding that a broader set of measures should be used to evaluate implementation of the TPR. Metro has begun to develop a long list of measures as part of the regional TSP, some of which could be candidates for the TPR. We have attached a preliminary list of these measures.

#### Chapter 2 - Results of Stakeholder Interviews

- Section 2.4.7 (pages 14-15) should include a summary of Title 2 of the Portland MPO's Urban Growth Management Functional Plan, which sets forth regional policy on parking, which was supported by the DLCD and DEQ. This section should also reference level-of-service (LOS) provisions in Title 6 of the UGMFP and work from the Regional Transportation Plan (RTP) alternatives analysis effort, which focuses on LOS issues.



### Chapter 3 - Measures to Achieve VMT Per Capita Reduction

- The various VMT studies cited in Section 3.2 (page 29) are currently the best evidence available to guide VMT policy. As such, they should be more strongly supported in the conclusions made in this section.
- Section 3.2.2.3 (page 45) regarding pedestrian, bicycle and transit-oriented design should include a summary of relevant Region 2040 and LUTRAQ findings, because they are currently the best evidence available on the connection between land use and alternative modes of travel.

### Chapter 4 - MPO Plans to Reduce Per Capita VMT and Parking

- The VMT/capita reduction figure of 5.4 percent shown in Section 4.4.1 for the metro region (page 54) is incorrect. The 2040 Recommended Alternative analysis showed a 10.8 percent reduction in VMT/capita. This error substantially affects the conclusions made in this section regarding the ability of MPOs to meet the 10 percent reduction goal.
- Section 4.4.3 regarding expected results from regional and local efforts (page 56) also shows an incorrect 5.4 percent VMT/capita reduction (see previous comment). This section should also be revised to list Metro's adopted Functional Plan requirements that will contribute to VMT/capita reduction, including the parking provisions contained in Title 2 and the Boulevard design, connectivity, modal targets and alternative LOS provisions in Title 6.

### Chapter 6 - Conclusions and Recommendations

- Section 6.5 (beginning on page 91):

Item 5 (page 91) regarding VMT/capita reduction should differentiate between the kinds of strategies that are necessary to achieve a 5 percent versus 10 percent reduction in VMT/capita. At this time, it is also premature to modify the 10 percent reduction requirement, since the Portland MPO is still involved in a major update to the RTP and is working toward compliance with the current 10 percent standard. Also, from a practical standpoint, the Commission should also consider establishing a fixed based year, upon which local TSP findings on VMT per capita would be based.

Compliance with the Transportation Planning Rule for Vehicle Miles Traveled (VMT) reduction is an important issue in the Evaluation Report. The Report recommends changing the standard from 10 percent reduction in VMT per capita in the 20-year planning period and 20 percent reduction in 30 years to 5 percent and 10 percent VMT reductions, respectively.

Lowering the high target is the wrong approach. Policy-makers should understand and evaluate both the policy approaches taken to reduce reliance on the automobile that have reduced VMT and the policy approaches needed to meet the TPR targets even if those policies are not adopted. To recognize some MPO difficulties and retain the VMT target, the compliance requirement could be modified to be a demonstration of the following two steps:

1. A Transportation System Plan that does not meet the 10 and 20 percent reduction requirement could be adopted if the following policies (Evaluation Report, p. 91) to reduce VMT per capita have been included in the Transportation System Plan:
    - a. Maintaining and enhancing compact, mixed-use communities;
    - b. Introducing market-based strategies which will affect both the timing and the choice of mode of trips;
    - c. Funding and deploying high levels of transit services in corridors where public transportation can economically meet travel needs;
    - d. Managing parking and activity centers which are accessible by alternative modes to reduce both the number and the impact of excess parking spaces; and
    - e. Prioritizing the types and locations of transportation investments to support the growth of centers and corridors where accessibility by alternative modes is greatest.
  2. That additional policies, including pricing policies, were evaluated that would be necessary to achieve 10 percent and 20 percent VMT reduction targets.
- Item 7 (page 92) regarding mandatory funding and implementation of demand management strategies should not be included in the recommendations. While demand management is a key ingredient of the Portland region's transportation strategy, it is premature to determine its funding importance with relation to other critical transportation needs.
  - Items 11 and 12 (page 95) regarding pricing approaches prematurely concludes that supply-based parking strategies are not an effective approach to per capita parking reductions. In fact, the pricing strategies recommended by the consultant represent a bigger leap of faith than supply-based approaches. The updated RTP will also address this provision, and may demonstrate that supply-based strategies will achieve the TPR standard. Further, Title 2 of the recently adopted UGMFP, which uses a supply-based approach, will be reflected in the RTP.
  - Item 14 (page 94-95) proposes a pricing demonstration project. While Metro is involved in a major study of pricing (to be completed in June 1998), we have not, and could not, conclude that "...reducing automobile reliance will not be possible without pricing...", a conclusion reached in the consultant's report. At this time, prior to completion of major pricing studies, it is premature to include pricing as a central theme in the TPR.
  - Item 16 (page 95) regarding changes to statewide LOS standards should include a reference to related work that Metro has already done in Title 6, Section 4 of the Functional Plan. A version of the optional LOS standard contained in Title 6 of the Functional Plan will likely be included in the regional TSP.

Thank you for reviewing our comments. We have attached supporting documents for your consideration, and look forward to working with the Commission in the future on these issues.

Sincerely,



Jon Kvistad, JPACT Chair  
Metro Council Presiding Officer



Rob Drake, MPAC Chair

# **TUALATIN VALLEY**

## **ECONOMIC DEVELOPMENT CORPORATION**

### **SUMMARY OF THE TVEDC TRANSPORTATION COMMITTEE'S POSITION ON THE TRANSPORTATION FUNDING PROPOSAL UNDER CONSIDERATION BY THE OREGON LEGISLATURE**

**May 5, 1997**

#### ***Overview***

A strong, vibrant, growing economy depends on a good transportation system. The ability to move people, goods and services efficiently and safely through a region or the state is critical to establishing and maintaining a strong economy and to holding the state's position in the national marketplace.

All Oregonians, whether young or old, working or retired, depend on a transportation system that encourages maximum mobility from north to south, east to west -- within and through the many regions of the state.

For the foreseeable future at least 85% of the total trips per day in any given area (with the possible exception of the Portland Central Business District) will be non-alternate mode trips. This requires that the state's roads and bridges be in optimal repair and functioning at a level of service of D or greater.

#### ***System Needs vs. the Funding Gap***

Transportation system funding in Oregon is lagging behind the documented need for operations, maintenance, preservation and modernization improvements to the existing system.

At current levels, the gap between funding and the need for improvements is going to widen significantly. When inflation is factored into estimates of the buying power of the STIP, this gap gets even wider.

There is a critical need for a substantial infusion of additional dollars to repair and maintain our roads and bridges, before the advantages of our earlier investments in the infrastructure are lost due to deterioration or congestion.

#### ***TVEDC Transportation Committee Recommendations***

- Support HB 3163-A as **the minimum** transportation funding package to begin addressing the problems of deferred maintenance on the states highways and bridges.

- Build additional maintenance, preservation and modernization capacity into the State Transportation Improvement Program by raising the vehicle registration fee to at least \$90 or even \$100 per year. Return to the annual renewal cycle, if this is considered necessary to ease the payment burden on low income Oregonians. (This proposal is the equivalent of asking people to give up a cup of Starbucks or a McDonald's Happy Meal/week/year and use the money to buy asphalt and concrete instead.)
- Retain the weight-mile tax or adopt another cost recovery methodology that maintains parity between the automobile and the heavy truck for sharing the cost of damage to the highway system.
- Establish a State Transit Trust Fund that provides for general transit services and senior and disabled transportation within and among Oregon communities, ending the current process of pitting highways against transit services for capital improvement dollars. Create the equivalent of a STIP for projects funded by the new account. Use completion of the projects listed for the new program as performance measures during the next session of the legislature.

Establish an interim joint legislative committee to address the issues of funding an interconnected, multi-functional transportation system. Use the private sector as a technical advisory committee to assist in defining, prioritizing and applying permanent funding sources for the flexible funds programs.

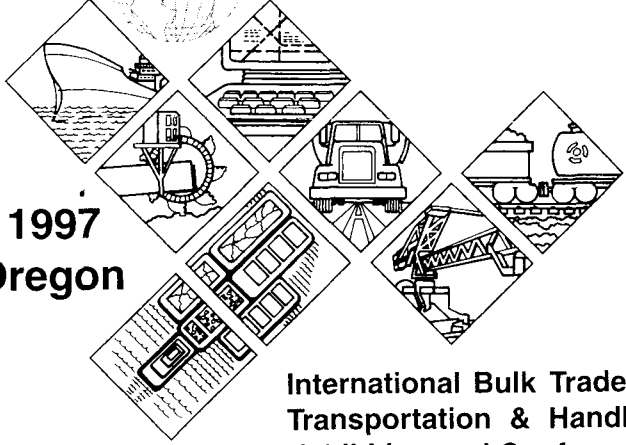
### *Conclusion*

Loss of buying power due to inflation, deteriorating roadway conditions caused by increased traffic and bad weather, and diminished revenues resulting from more fuel efficient vehicles have all contributed to a substantial gap between available funding and identified need for improvements.

TVEDC's Transportation Committee has held an extensive review of HB3163-A. After intense work sessions and significant debate, the Committee has agreed on these actions as the best and most effective way to preserve Oregon's earlier investments in our transportation system.

No one likes to pay more for something they believe they are getting now for a lower cost. However, in the case of road and bridge improvements, it is becoming increasingly clear that we are not getting more for less. Instead the less we are getting is deteriorating badly.

# BULK '97 TRANSPO



June 1-3, 1997  
Portland, Oregon

International Bulk Trade,  
Transportation & Handling  
Exhibition and Conference

Sponsored & Hosted by:

**The Journal of Commerce**

In Conjunction with:



Port of Portland



Port of Longview

## Monday, June 2 Cont'd.

2:00 p.m. to  
3:00 p.m.

**Charter Market Outlook & Future Trends in the Bulk Vessel Fleet**

**Moderator:**

Don Holt, Editor, The Journal of Commerce

**Panelists:**

Hisayoshi Mikawa, President, NYK Bulkship (USA) of New York  
Barry Parker, bdp1

3:00 p.m. to  
3:15 p.m.

**Coffee Break**

3:15 p.m. to  
4:45 p.m.

**Environmental and Regulatory Challenges in Handling & Shipping Bulk Cargoes**

**Moderator:**

Ogden Beeman, Principal, Ogden Beeman & Associates, Inc.

**Panelists:**

Laura Hicks, US Army Corp of Engineers  
Clay Patmont, Principal, Hart Crowser Company  
Dr. Carl Moyer, Chief Scientist, Acurex Environmental  
Dr. Ron Sahu, Parsons Engineering Science, Inc.

5:00 p.m. to  
7:30 p.m.

**Port of Portland Tour & River Cruise Reception**

Cruise down the Willamette River to view the brand-new Canpotex mineral bulk export terminal and related Rivergate rail capacity improvements at Port of Portland Terminal 5.

## Sunday, June 1

5:00 p.m. to  
7:00 p.m.

**Registration**

Hilton Hotel Ballroom Foyer

5:30 p.m. to  
7:30 p.m.

**Cocktail Reception**

Co-sponsored by Port of Portland and Port of Longview

## Monday, June 2

7:30 a.m. to  
5:00 p.m.

**Registration**

Hilton Hotel Ballroom Foyer

8:30 a.m. to  
9:30 a.m.

**Welcome & Introduction**

Don Holt, Editor, The Journal of Commerce

**Challenges of Bulk Transportation in the 21st Century**

Mike Thorne, Executive Director  
Port of Portland and President, AAPA

**Keynote Address**

Jerry Davis, President & COO, Union Pacific Railroad

9:30 a.m. to  
10:15 a.m.

**Market Outlook & Key Issues in the Major Bulk Cargo Commodity Sectors**

**Moderator:**

Don Holt, Editor, The Journal of Commerce

**Panelists:**

David Morris, President, Pacific Coast Coal Company  
Charles Davis, Vice President Transportation, US Borax Company  
Rick Lacroix, Executive Vice President, Potash Corporation of Saskatchewan, Inc.

10:15 a.m. to  
10:30 a.m.

**Coffee Break**

10:30 a.m. to  
12:00 p.m.

**Market Outlook & Key Issues in the Major Bulk Cargo Commodity Sectors, Cont'd.**

12:00 p.m. to  
2:00 p.m.

**Luncheon**

**Featured speaker:**

Frank Sims, Senior Vice President, Cargill Grain Division

## Tuesday, June 3

8:30 a.m. to  
10:00 a.m.

**Productivity Strategies for the Bulk Cargo Handling Industry Part A: The Transportation Side**

**Moderator:**

Don Grigg, General Manager, Marine, Port of Portland

**Panelists:**

Jack Reinacher, Director of Distribution, ANSAC  
Dennis Sheridan, Staff Consultant, Manalytics International  
Tom Kraemer, Vice President Coal & Grain,  
Burlington Northern Santa Fe Railroad

10:00 a.m. to  
10:15 a.m.

**Coffee Break**

10:15 a.m. to  
11:45 a.m.

**Productivity Strategies for the Bulk Cargo Handling Industry Part B: The Terminal Side**

**Moderator:**

Don Grigg, General Manager, Marine, Port of Portland

**Panelists:**

Bruce Johnson, Vice President, Saskatchewan Wheat Pool  
Jim MacClellan, Sales Manager, Port of Los Angeles  
Jan Elzey, President, River Consulting, Inc.

12:00 p.m. to  
5:00 p.m.

**Luncheon & Tour of Port of Longview**

**Featured Speaker:**

Wayne Schwandt, Project Manager, Stevedoring Services of America  
Dockside luncheon and tour of the Port of Longview's three versatile bulk terminal facilities plus a stop at the Port of Kalama's grain elevator operations and the Pyramid microbrewery for a refreshing wheat beer.

## BULK TRANSPO '97 REGISTRATION

Please duplicate this form for MULTIPLE registrations

Name as you would like it to appear on badge (please type or print):

First \_\_\_\_\_ Last \_\_\_\_\_ Title \_\_\_\_\_

Company \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Country \_\_\_\_\_ Zip Code \_\_\_\_\_

Phone (\_\_\_\_) \_\_\_\_\_ Fax (\_\_\_\_) \_\_\_\_\_ E-mail \_\_\_\_\_

- 3 Day Registration - \$395.00 (\$450.00 after May 15, 1997)
- 1 Day Registration - \$215.00 (\$265.00 after May 15, 1997)  Monday  Tuesday
- I will be attending the complimentary *Monday Port of Portland Tour and River Cruise Reception.*
- I will be attending the complimentary *Tuesday Luncheon and Tour of the Port of Longview, Port of Kalama and Pyramid microbrewery (returns at 5:00 p.m.).*
- I am interested in exhibiting at BULK TRANSPO '97. \$1,000 per 8 x 10 booth.
- I am interested in sponsoring an event at BULK TRANSPO '97.
- I am interested in advertising in The Journal of Commerce special June 2 BULK TRANSPO '97 issue that will be distributed to all attendees of the conference.

**METHOD OF PAYMENT:**  Check  Visa  MC  
Make Checks Payable to: The Journal of Commerce

**TOTAL AMOUNT OF PAYMENT:** \$ \_\_\_\_\_  
Payment must accompany registration form

**For Credit Card Billing:**

Card No. \_\_\_\_\_ Exp. Date \_\_\_\_\_

Name (as it appears on card) \_\_\_\_\_

Signature \_\_\_\_\_

**MAIL TO:** BULK TRANSPO '97  
11700 SW Ashwood Ct.  
Tigard, OR 97223 USA

Credit Card Payments may be  
**FAXED TO: 503-579-5098**

Bulk Rate  
US Postage  
PAID  
Portland, OR  
Permit #11

# BULK '97 TRANSPORT





International BulkTrade,  
Transportation & Handling  
Exhibition and Conference

**June 1-3, 1997**  
**Portland Hilton Hotel**  
**Portland, Oregon**

Journal of Commerce  
Conferences

Sponsored & Hosted by:

**The Journal of Commerce**

In Conjunction with:  Port of Portland  Port of Longview

## CONFERENCE REGISTRATION

Conference Registration for all sessions is \$395.00 up to May 15, 1997. After May 15 the registration fee is \$450.00.

Conference registration includes:

- Admission to all conference day sessions
- Admission to exhibition each day
- Admission to Sunday cocktail reception
- Monday luncheon, tour & reception
- Tuesday luncheon tour
- Conference program
- Pre-registered conference attendee list

## SINGLE DAY REGISTRATION

Single day registration for Monday or Tuesday is \$215.00 up to May 15, 1997. After May 15 the fee is \$265.00 per day.

Single Day registration includes:

- Admission to all sessions on registered day
- Admission to exhibition on registered day
- Admission to events on registered day
- Registered day luncheon
- Conference program
- Pre-registered conference attendee list

## CANCELLATIONS

Registration cancellations received in writing before May 15, 1997 will be fully refunded. Cancellations may be faxed to 503-579-5098. Cancellations after May 15 will not receive a refund, however delegates may transfer their registration to a colleague provided show management is notified.

## SPECIAL HOTEL RATES

Special room rates are available at the Hilton Hotel: \$110.00 per night plus tax. Single or double occupancy.

To receive the discounted rate, call the Hilton Hotel directly on or before May 11, 1997, and mention BULK TRANSPORT '97. Portland celebrates Rose Festival during early June, so it is important to reserve your room early.

**PORTLAND HILTON HOTEL**  
**1-800 HILTONS 503-226-1611**  
921 SW 6th Ave., Portland, OR 97204

## REDUCED AIRFARE

Reduced airfare discounted at 5% below the lowest applicable airfare is available from United and Delta airlines, anywhere in the US and Canada. These fare discounts are offered through:

**UNIGLOBE Lane Travel**  
**800-450-6055**

Please mention BULK TRANSPORT '97 when making your arrangements.

## ADVERTISING OPPORTUNITIES

Don't miss this outstanding opportunity to advertise in The Journal of Commerce's special four color report on bulk trade, transportation and handling running June 2, 1997.

The major supplement, BULK TRANSPORTATION, is being published in conjunction with this conference - the only annual event of its kind in North America. There will be a bonus distribution of this special report to all executives attending BULK TRANSPORT '97 in addition to the 80,000 worldwide readers of The Journal of Commerce.

To reserve  
advertising space  
contact:

Douglas Weber, Vice President/Advertising  
The Journal of Commerce  
Two World Trade Center, 27th Floor  
New York, NY 10048  
(212) 837-7104

## CORPORATE SPONSORSHIP

Your company will receive maximum exposure by sponsoring a luncheon, cocktail reception, breakfast, coffee break, conference program or briefcase. For information on how your company can become a BULK TRANSPORT '97 sponsor contact:

800-223-0243  
Ext. 7160  
Marcia Holland, Vice President/Promotion & Research  
The Journal of Commerce  
Two World Trade Center, 27th Floor  
New York, NY 10048

**SHOW HOTLINE**  
**(888) 502-5000**

11700 SW Ashwood Ct. Tigard, OR 97223 USA

**BULK '97 TRANSPORT**



COMMITTEE MEETING TITLE JPACT

DATE 5-8-97

NAME	AFFILIATION
Linda Peters	Washington County Board
Gerry Smith	WSDOT
David Johnson	Part of Portland
<del>David Johnson</del>	<del>Clackamas Co.</del>
Jean Lookingbill	RTC (alt. City of Vancouver)
Lou Owen	Tumwater (ALT WASHCO CITIES)
Craig Tommich	Chief of Clackamas County
Sue McLean	Metro
MEL GORDON	CLARK COUNTY
Jim Kagit	4-Cities E. County
CHARLIE HALES	Portland
David Yaden	Tri-Met
Dan Waguer	ODOT
ROB DRAKE	CITIES-WASHINGTON CO.
John Krystad	Metro
Lib Paul	Metro
LEON SKICES	METRO
ED WASHINGTON	METRO
Chris Diffebach	metro
Pat Collmeyer	NGI
Audy Cotugno	metro
Elsa Coleman	PDOT
ROD SANDOR	CLACKAMAS COUNTY

COMMITTEE MEETING TITLE SPACT

DATE 5-8-97

NAME

AFFILIATION

NAME	AFFILIATION
John Reid	Lockman Co.
John Cullerton	Metro
RICHARD LEDBETTER	METRO
Jesse Johnson	Pat
Leo Huff	ODOT
Gary Katsion	Kittelson & Associates
MICHAEL RAY	ODOT
Randy Hammond	CH2M HILL
XAVIER R. FALCONI	TVEDC
Meeky Blizzard	Sensible Transp. Options for People
Bob Brannan	Parsons Brinckerhoff
Bill BURGEL	HDR ENGINEERING -
KARL RONDE	L.O. City Council
Anita Hoglund	Metro
Howard Harris	DEQ
Gina Whitehill-Baziuk	Metro
Mike McKillip	City of Tualatin
MARY TOBIAS	TVEDC
Dave Whistny	ODOT
Jeff Kaiser	ODOT
GB ARRWOTON	TRI-MET
STEVE DOTTERRER	CITY OF PORTLAND STAFF
Raehy Lehtola	Washington County