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**METRO**

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

Date: DECEMBER 11, 1997

Day: THURSDAY

Time: 7:30 a.m.

Place: METRO, CONFERENCE ROOM 370A-B

*1. MEETING REPORT OF NOVEMBER 13, 1997 - APPROVAL REQUESTED.

*2. URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN, TITLE VI - TRANSPORTATION:

- a. AMENDMENT TO TITLE VI REGARDING CONNECTIVITY REQUIREMENTS FOR MIXED-USE DEVELOPMENT - APPROVAL REQUESTED - Andy Cotugno. TABLED AT NOVEMBER 13 JPACT MEETING.
- b. AMENDMENT TO TITLE VI REGARDING ALTERNATIVE MODE SHARE AS A KEY REGIONAL MEASURE OF EFFECTIVENESS - APPROVAL REQUESTED - Andy Cotugno.

NOTE: THIS AMENDMENT TO TITLE VI WAS REFERRED TO MPAC; POSSIBLE ADDITIONAL CLARIFYING LANGUAGE IS INCLUDED IN THE ENCLOSED MEMO TO MPAC. MPAC IS SCHEDULED TO REVIEW THIS AT THEIR DECEMBER 3 OR 10 MEETING. THE RESULT WILL BE REPORTED TO JPACT ON DECEMBER 11.

*3. BICYCLE TRANSPORTATION ALLIANCE PRESENTATION ON SAFE KIDS IMPROVEMENT PROGRAM - INFORMATIONAL - Chris Pierce/Joe Keating.

*Material enclosed.

MEETING REPORT

DATE OF MEETING: November 13, 1997

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

PERSONS ATTENDING: Members: Chair Jon Kvistad, Ed Washington and Susan McLain, Metro Council; Tom Walsh, Tri-Met; Jim Kight, Cities of Multnomah County; Ed Lindquist, Clackamas County; Craig Lomnicki, Cities of Clackamas County; Dave Williams (alt.), ODOT; Dean Lookingbill (alt.), Southwest Washington RTC; Don Wagner, WSDOT; Charlie Hales, City of Portland; Lou Ogden (alt.), Cities of Washington County; and Roy Rogers, Washington County

Guests: Karl Rohde (JPACT alt.), Cities of Clackamas County; Tom VanderZanden, Rod Sandoz and John Rist, Clackamas County; Kathy Lehtola and Dennis Mulvihill, Washington County; Steve Dotterrer, City of Portland; Brian Campbell, Port of Portland; Kathy Busse and Susan Lee, Multnomah County; Dick Feeney, Bernie Bottomly and G.B. Arrington, Tri-Met; Howard Harris, DEQ; Scott Rice, City of Cornelius; Betty Atteberry, Sunset Corridor Association; Ron Papsdorf, Cities of Multnomah County; Gary Katsion, Kittelson and Associates; Paul Silver, City of Wilsonville; and Deb Wallace, C-TRAN

Staff: Mike Burton, Metro's Executive Officer; Andrew Cotugno, Mike Hogle, Larry Shaw, Tim Raphael, Kim White, and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad.

MEETING REPORT

Commissioner Lindquist moved, seconded by Chair Kvistad, to approve the October 9, 1997 JPACT minutes as submitted. The motion PASSED unanimously.

ELECTION DAY COMMENTS

Chair Kvistad acknowledged the need for a statewide solution to our transportation funding problems, noting familiar concerns raised at a recent neighborhood association meeting alluding to the fact that the road system is unable to accommodate the growth. He thanked the local jurisdictions for all their hard work in putting the county measures on the ballot even though they were unsuccessful. He cited the need to make transportation finance a regional priority.

Commissioner Hales spoke of future elections and commented on councilors facing a recall vote because of their support for light rail. He urged financial support on their behalf.

GOVERNOR KITZHABER'S LETTER ON STIP

Andy Cotugno reviewed Governor Kitzhaber's October 15, 1997 letter, recommending that the Oregon Transportation Commission (OTC) prioritize and allocate its transportation dollars only for maintenance and preservation work in years 2002 and 2003, foregoing the Modernization projects. Andy asked Committee members whether they wish to communicate any concerns to the Oregon Transportation Commission.

Also distributed at the meeting was a letter to the OTC from Washington County, under the signature of Commissioner Linda Peters, expressing concerns relating to the state's inability to respond to the impacts growth has placed on the transportation system and the economy. Also addressed was Washington County's concern about the potential impact on established state, regional and local priorities. The letter specifically cited highway projects relating to the Westside Corridor and the I-5/Highway 217 interchange that could be compromised.

In addition, a letter to the OTC was distributed from Duane Cole, City Manager of Newberg, encouraging continued support of the Newberg/Dundee Transportation Improvement Project's environmental study. A resolution, No. 97-2079, in support of that recommendation was passed by the Newberg City Council on November 3, 1997 and accompanied the letter.

Discussed at the meeting was whether or not funding should be provided for development of Modernization projects that have construction funds available down the line.

Dave Williams reported that the OTC has met on the Governor's recommendation and has not as yet reached a conclusion. In readiness for a response, an agenda has been developed of

JPACT

November 13, 1997

Page 3

potential problems that could arise if his action plan were followed. He noted that there are some Environmental Impact Statement questions as well. Andy asked whether JPACT would like an opportunity to respond once some of the ramifications of the projects are known.

Commissioner Lindquist supported the Governor's recommendation, acknowledging to the public the seriousness of the situation. He noted that it wouldn't occur until January 1999. Commissioner Lindquist, however, expressed concern that federal funds might be lost on a number of projects if state funds are not available. Projects would need to be ready if a program could be delivered in the year 2002.

Mayor Lomnicki reported that the League of Oregon Cities (LOC) had adopted a resolution in support of the Governor's letter with a caveat about the development of some projects. He noted that the league's top priority is for maintenance and preservation. He regarded it as a clear message to the Legislature. Mayor Lomnicki indicated that the LOC will continue to strive for more funds for Modernization projects.

Commissioner Lindquist spoke of master planning for the 2040 Growth Concept and related projects in Tier I, citing the widening of Sunnyside Road as an example.

Councilor McLain felt there was need for categories of Modernization projects. She felt that projects should be scrutinized for phasing, proximity to completion, and those in the pipeline or transition period, citing Highway 26 as one example. In that regard, Dave Williams indicated that issues have been raised about projects operating under a single Environmental Impact Statement and must be dealt with over the next one and one-half years.

REGIONAL FRAMEWORK PLAN - CHAPTER 2

Andy Cotugno reported that the Metro Council has been working toward completion of the *Regional Framework Plan* (RFP). If there are further comments or changes, he asked that they be considered at this time.

A memo and summary of issues and responses to public comments on Chapter 2 (Transportation) was included in the agenda packet. One hundred and two comments have been received to date. They are very detailed and intended to clarify policy direction. This consideration represents a follow-up to the September 17 joint MPAC/JPACT/Transportation Planning Committee meeting action which forms the base for the proposed changes.

Also distributed were comments from Oregon City that were not reflected in the packet mailed out.

Andy explained that Chapter 2 provides the guiding policy direction for the transportation element of the *Regional Framework Plan*. It does not define all the projects, their costs or conditions. It also represents the policy direction that will be reflected in the *Regional Transportation Plan* and improvements to address those needs. He clarified that it is a multi-modal transportation plan linked to the 2040 Growth Concept that includes policies related to freight access to centers and terminals, street design, functional classification maps, and targets for non-SOV mode share.

Discussion items included whether or not street design guidelines should be mandatory or applied through the use of financial incentives; issues about street connectivity standards; the status of the Water Avenue ramp; whether mode split is a key regional measure; and whether street connectivity should apply to commercial or industrial areas. Andy noted that the Staff Recommendation is to make design guidelines through financial incentives. He proposed consideration at the time the general TIP criteria is allocated. Andy then reviewed all the discussion items.

Councilor McLain shared Councilor Naito's concern that the language provided in Chapter 2 be user or reader-friendly. She indicated that Councilor Naito was not interested in trying to change policy or the direction of the committee but was hopeful that an Executive Summary would be prepared for the general public that would provide a more reader-friendly document. Councilor Washington supported the recommendation and felt the issue should be addressed.

Councilor McLain also asked about the specifics and what is contained in the Appendix to the *Regional Framework Plan*. It was noted that the *Urban Growth Management Functional Plan* (UGMFP) is in the Appendix. A discussion followed on how this element relates to the UGMFP and the need to make a reference for implementation of Chapter 2 of the *Regional Framework Plan* through the *Urban Growth Management Functional Plan* and the *Regional Transportation Plan*.

With regard to Discussion Item 8, relating to the Water Avenue ramp being deleted from the Freight System Map, Commissioner Hales noted that the Water Avenue project was originally intended to serve truck access to the Central Eastside Industrial District. His comments centered on the fact that the character of the area has changed and that the development occurring is quite

different from industrial use. He felt the market is changing the area to a mixed employment district and the City of Portland would like to focus their attention on other projects that would be more beneficial to the vehicle circulation system or provide a variety of Ross Island Bridge improvements. The City of Portland would prefer to drop the Water Avenue ramp from the Freight System Map.

The Staff Recommendation is to retain the Water Avenue ramp project on the Freight System Map and in the RTP, as supported by Metro Council Resolution No. 94-1890A, until an alternative has been identified and approved. The ramp would support the freight network with access to I-5 southbound. Councilor McLain felt it was appropriate to retain the ramp on the map until an alternative option has been planned for. Chair Kvistad indicated he was still supportive of the Water Avenue ramp and wanted to have it retained for further consideration. Commissioner Hales reported a declining number of truck usage in the area and noted that he will be pushing alternative access strategies in order that the ramp can be removed from the RTP maps.

Dean Lookingbill raised the issue of acceptable levels of congestion and how prioritization is done among corridors, referencing Consent Items 99 and 100 of Attachment A. Andy Cotugno pointed out that the language is not intended to deal with priorities and only relates to level of congestion. He didn't wish to set any congestion standard that might prove impossible to achieve. He felt that you need to determine what's possible, arrive at a conclusion of what can be accomplished in that corridor, and then focus on the problems and objectives to achieve that standard. Dean expressed concern about a case-by-case consideration. Committee members agreed on the need to provide language in the Motor Vehicle Level-of-Service Policy section that references what we want the system to do consistent with Policies 2.11 (street design), 2.12 (motor vehicle transportation), and 2.16 (freight movement) in Chapter 2.

Action Taken: Councilor Washington moved, seconded by Commissioner Lindquist, to recommend approval of Chapter 2 (Transportation) of the *Regional Framework Plan*. The motion PASSED unanimously.

TITLE 6 AMENDMENTS

A substitute packet, dated November 12, 1997, was distributed summarizing comments received on proposed amendments to Title 6 of the *Urban Growth Management Functional Plan* (UGMFP). The replacement packet reflected action taken at the November 7 TPAC meeting. Work on the UGMFP was undertaken last year as an early

action program to achieve early implementation of the RFP. The Functional Plan was adopted in November 1996 to provide an immediate set of requirements which include: population/employment targets; parking ratios; and four specific transportation requirements that include "boulevard" design treatment in centers, local street connectivity, level-of-service standards in centers and establishment of mode split targets.

Andy reviewed the proposed amendments and corresponding Staff Recommendations to issues and comments on the Functional Plan (Attachment A). He noted that refinements, intended to deal with some specific elements in local comprehensive plans, have been made to the UGMFP since its approval in November 1996. Forty-five comments were received.

Dave Williams provided an explanation of what "key regional measures" meant in terms of how investment decisions are made. He cited considerations such as 2040 objectives, mode split, green corridors, the protection of roadways outside the UGB, environmental issues and diversion of traffic away from certain traffic areas. Mayor Ogden expressed concern over Discussion Item 4 relating to mode split as "a" or "the" key regional measure for transportation effectiveness in all 2040 Growth Concept land use design types. He indicated he was not against mode splits but was concerned that it would be difficult to obtain gas tax funds for access improvements or widenings if the decision was based on a single measurement of mode split or being transit-oriented. He spoke of a major connection between two highways for the purpose of diverting truck traffic and regional commuter traffic and was concerned about having alternative mode split targets regarded as the key consideration. Notwithstanding a major freeway, he spoke of committing dollars for transit and taking advantage of mode split. He didn't want to get caught in a "Catch 22" position of being dependent on transit without Tri-Met's ability to deliver. Mayor Ogden was concerned about the use of limited dollars.

Commissioner Hales felt it struck an appropriate balance since major new highways aren't going to be built in the region. He didn't feel we were being idealistic about how we move people, regardless of criteria. He cited the need for change from a level of service for auto capacity to criteria dealing with mode split.

Councilor McLain supported Commissioner Hales' comments, noting that we are trying to undo past mistakes and felt that the language proposed by TPAC represented a good compromise.

Commissioner Rogers felt the point was made with regard to person travel. He asked whether language provided under Discussion Item 3 would be provided to accomplish that.

Mayor Lomnicki felt that mode split means a number of alternative modes, including buses, rail, and others and that, in total, are the No. 1 solution to congestion.

Dave Williams had concerns using mode split as "the" measure. He commented that the I-5/99W connector would help get traffic off the local streets and provide a better connection to the Coast. He asked whether language having mode split as "the" measure would preclude putting that project into a 20-year plan, noting that the project may meet other objectives. It was noted that the Tualatin Commons and Beaverton Round are making huge improvements in terms of mode split that have nothing to do with transit. They relate to connectivity and pedestrian access. In line with that type of development, discussion centered on building more projects with transit, pedestrian and bike improvements.

Commissioner Lindquist commented that he didn't disapprove of radial highways, but suggested that language be added to denote "where transit is available" in recognition that the purpose is to move people. A discussion followed on improving mode split between the Metro area and Salem and the need to stop adding freeway capacity.

The discussion focused on the differences between the word "a" and "the" relative to Discussion Items 3 and 4. The importance of person travel was stressed. Commissioner Hales noted that this was a policy recommendation discussed thoroughly by MPAC and that it was a significant enough change to warrant referring it to a subcommittee for public hearing.

Action Taken: Mayor Ogden moved, seconded by Commissioner Rogers, to recommend approval of Discussion Item 3 with substitution of a for "the," which read:

"1. Person travel represents the largest share of trips for all modes of transportation. Mode split will be used as a key regional measure for person travel in all 2040 Growth Concept design types and will be used to guide transportation system improvements."

In discussion on the motion, Commissioner Hales suggested that there be a joint JPACT/MPAC meeting scheduled as soon as possible to discuss the issue. He noted that use of "the" rather than "a" key regional measure had previously been endorsed by MPAC.

The motion PASSED by a vote of 7 for, 5 opposed.

Further discussion centered on the mode split between barge, air, rail and freight. Commissioner Hales reported a special MPAC meeting being held on December 3 and asked that there be no action taken on Discussion Item 4 until replacement language could be considered.

Action Taken: Councilor McLain moved, seconded by Mayor Ogden, to substitute Discussion Item 4 for Discussion Item 3, which read:

4) Amend the first sentence, Line 249, as follows:

"Mode split will be used as a key regional measure for transportation effectiveness in all 2040 Growth Concept land use design types."

The motion PASSED by a vote of 8 to 4. Those voting for included Councilor McLain, Don Wagner, Mayor Ogden, Dean Lookingbill, Commissioner Lindquist, Dave Williams, Commissioner Rogers, and Councilor Kvistad. Those opposed included Councilor Washington, Commissioner Hales, Mayor Lomnicki and Councilor Right.

Action Taken: Commissioner Hales moved, seconded by Mayor Lomnicki, to amend Discussion Item 6 to read:

"For new residential, commercial, and mixed-use development, all contiguous areas of vacant and primarily undeveloped land of five acres or more shall be identified..."

In discussion on the motion, Commissioner Rogers commented that the market in Washington County has changed to campus-style development that has some of the worst connectivity in the region. He reported that colleges in Washington County are starting to sell space to other high-tech facilities for alternate users. The hospitals are attempting to add other kinds of uses to their development as well. In addition, there are campus developments such as Peterkort, Nike and Tektronix that may need to put in roads to aid pedestrian traffic. Five-acre parcels of mixed-use development require a roadway at 530-foot intervals, which would include campus-style development. Andy Cotugno clarified that the intent was to apply the requirement to campus-style development if it is a multi-tenant, multi-purpose facility. If it is a single owner with single purpose, that application would not apply. If it is developing in a multi-tenant environment and with more than one owner, it would apply. Commissioner Rogers noted that he believes in connectivity but felt it ran counter to the direction being taken in the market.

Councilor McLain felt that if it is not an auxiliary service or support service, there may need to be some connectivity and should perhaps be reviewed on a case-by-case basis.

Further discussion focused on colleges, business campus development, hospitals and the question of whether it would apply to expansion or "new" development. The Title 6 document states that the comprehensive plan will define how it deals with the 10-16 and 530-foot streets/mile minimum spacing requirements. Comments

centered on street connectivity, how it would help the transportation system, and opportunities for jurisdictions to be creative with such development. The requirement is on five-acre vacant land that is developable. The section allows for exemptions if the connections can't be made due to topographical or environmental factors. Andy explained that street connections are intended to provide public access, not necessarily publicly-owned streets.

Chair Kvistad noted that this will be taken under advisement.

Action Taken: Commissioner Hales moved to table Discussion Items 3, 4 and 6 of Title 6 for referral to a joint JPACT/MPAC meeting to be discussed in the context of land use and transportation. (He noted there is a December 3 MPAC meeting scheduled.)

Councilor McLain felt that everyone wants the land use/transportation connection to work. Councilor Washington felt that these regional concerns need to be worked out so they are applicable to everyone. Dave Williams didn't feel there were fundamental differences.

Mayor Ogden noted that Grace Crunican's motion on "a" versus "the" usage failed at the last JPACT/MPAC meeting. He questioned the sanctity of the vote and was interested in discussing the issue further.

Commissioner Hales felt the issue is about whether or not the transportation system is going to support the land use plan. He asked whether the region is going to build a transportation system to alleviate congestion or build a system to support a very different kind of land use plan. He cited the importance of having emphasis on improving the mode split.

Chair Kvistad felt we should adhere to the vote on mode split and tabled the issue on connectivity.

Action Taken: After further discussion, there was general consent (6 for, 3 opposed) to reaffirm action taken on Discussion Items 3 and 4 of Title 6 but to table Discussion Item 6 to the December 11 JPACT meeting, allowing time for further refinement of the language relating to mixed-use development.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

M E M O R A N D U M


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METRO

Date: December 3, 1997

To: JPACT

From:  Andrew Cotugno, Transportation Director

Subject: Proposed Amendments to Local Street Connectivity Requirements included in Title 6 of the Urban Growth Management Functional Plan

On November 13, JPACT tabled the "local street connectivity requirements" issue for further discussion at the December 11 meeting. TPAC discussed this issue further on November 19, with particular emphasis on the following two concerns raised by JPACT:

- 1) Do the requirements apply to redevelopment, as currently written in Title 6?

TPAC Recommendation: The local street connectivity requirements apply only to "new residential and mixed-use development," as currently written in Title 6. The current text provides,

- "1. For new residential and mixed-use development, all contiguous areas of vacant and primarily undeveloped land of five acres or more shall be identified by cities and counties and the following will be prepared, consistent with regional street design policies: A map that identifies possible local street connections to adjacent developing areas...
2. New residential and mixed-use developments shall include local street plans..."

TPAC recommends not changing the language, and, therefore, the applicability of these requirements to redevelopment would be determined by cities and counties through their comprehensive plans and implementing ordinances. Therefore, TPAC recommends adding the following language to address this issue:

- "3. For redevelopment of existing land uses, cities and counties shall develop local approaches for dealing with connectivity."

- 2) The proposed definition of “mixed-use development” excludes large, single-use land uses. If a large single-use land use, such as a hospital, included a different, incidental accessory land use within the development, would these connectivity requirements apply?

TPAC Recommendation: To address the issue of incidental accessory land uses, TPAC recommends the following clarifying amendment to the proposed “mixed-use development” definition:

Mixed-Use Development. Mixed-use development includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail, office. This definition excludes large, single-use land uses such as colleges and hospitals. Minor incidental land uses that are accessory to the primary land use should not result in a development being designated as “mixed-use development.”

This modification would allow minor incidental uses and accessory uses, such as a deli or daycare facility, to be included in an otherwise large, single-use development. These types of minor incidental, accessory land uses should be encouraged as part of a large, single-use development to help reduce the need for these types of trips. The size and definition of minor incidental, accessory land uses allowed within large, single-use developments should be determined by cities and counties through their comprehensive plans and implementing ordinances.



SEQUENT

Our Business is Your Success

December 10, 1997

Andrew Cotugno
Transportation Director
Metro
600 Northeast Grand Avenue
Portland, OR 97232-2736

TELEFACSIMILE: (503) 797-1700

RE: Title 6 Amendments on Connectivity Requirements

Dear Mr. Cotugno:

Sequent Computer Systems is in the process of developing its headquarters campus in unincorporated Washington County, north of the Merlo light rail station. Sequent currently occupies eight buildings totaling 50K sft. and expects to develop an additional 660K sft. in the next few years. We have worked with Washington County in the development of their light rail station land use ordinances to address the needs of campus development, particularly with respect to access and connectivity requirements.

We recently became aware of proposed amendments to Title 6 of the Urban Growth Management Functional Plan, set forth in your memo to TPAC of November 18, to clarify that "mixed use development" subject to connectivity standards does not include large, single-use land uses. We support adoption of the definition recommended by staff in that memo, but with modifications to allow incidental supportive retail and other uses on campuses. The following definition, which borrows from the Washington County definition of campus development, may be helpful:

"Mixed-Use Development: Mixed-use development includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail, office. This definition excludes large, single-use land uses such as college, business, and hospital campuses, where buildings are interrelated by a common business or educational activity or process and share a common infrastructure. Accessory uses that are incidental to and in support of the predominant campus use may be allowed without affecting this exclusion from the definition of mixed use."

Our existing campus successfully encourages pedestrian movement among buildings rather than use of cars, not only for our business but for support facilities such as day care and the employee cafeteria. The amendments proposed by your staff help assure that thoughtful campus development, which supports pedestrian travel and reduces auto travel, is consistent with the region's growth management functional plan.

Please provide this letter to the JPACT membership at or before their meeting on December 11.

Thank you for your attention.


Cheryl L. Schneidermann, IIDA
Sequent Occupancy Services
Real Estate & Construction Project Manager

M E M O R A N D U M

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METRO

Date: December 3, 1997
To: JPACT
From:  Andrew Cotugno, Transportation Director
Subject: Title 6, Section 4.A., Alternative Mode Analysis

At the last meeting, JPACT voted, eight in favor and four against, to amend the proposed Title 6 language related to alternative mode splits as follows:

amend lines 249-251 to read:

"1. Mode split will be used as ~~the a~~ key regional measure for transportation effectiveness ~~in the Central City, Regional Centers and Station Communities~~ in all 2040 Growth Concept design types."

This issue was referred to MPAC for discussion on December 3 because this recommendation would change the intent of the mode split language as originally developed by MPAC. Attached is a memo to MPAC which outlines the history surrounding this issue. MPAC recommended the following amendments:

- 1) amend lines 298-302 of Title 6 to read:
"1. Person travel represents the largest share of trips for all modes of transportation travel. Improvement in Mode split will be used as the key regional measure for transportation effectiveness in assessing transportation system improvements in the Central City, Regional Centers, Town Centers and Station Communities. in For other all 2040 Growth Concept design types and mode split will be used as an important factor in assessing to guide transportation system improvements."

This change would maintain the original intent of this section as defined by MPAC to emphasize mode split to these high-density, mixed-use areas, while also maintaining the new requirement for mode split targets for all areas of the region. In addition, this change reflects an emphasis on the areas where achieving mode split targets is most important, the highest density, mixed-use centers, but not to the exclusion of other factors, such as freight and safety, or needed improvements, such as roads.

- 2) amend line 269 of Title 6 to read:

“A transportation need is identified when a particular transportation standard or threshold has been exceeded. Standards which may be used in identifying transportation needs include: safety, statewide mobility as identified in the Oregon Transportation Plan, mode split targets, motor vehicle congestion analysis, freight mobility or demonstration that lack of access is limiting development of a priority regional land use. Needs are generally identified through a comprehensive plan amendment review or as a result of a system-planning analysis which evaluates forecast travel demand.”


This section describes how level-of-service standards are used to define a system deficiency or need and what system analysis could be used to define how to develop solutions to address that need. This change would clarify that there are a number of measures that can be used to identify and define transportation needs, not just level-of-service and including whether mode split targets are being achieved.

M E M O R A N D U M

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METRO

Date: November 24, 1997
To: MPAC
From:  Andrew Cotugno, Transportation Director
Subject: Title 6, Section 4.A., Alternative Mode Analysis

At the Joint MPAC/JPACT meeting on September 17, the issue of mode split was raised for discussion. ODOT recommended that the language be amended to reflect that alternative mode split targets would be "a" key regional measure for transportation effectiveness, instead of "the" key regional measure. ODOT was concerned that using mode split as "the" key regional measure for transportation effectiveness would be too restrictive, and that it would not allow for consideration of other factors, such as safety and freight mobility, when identifying transportation system needs. At that meeting, both committees voted to maintain mode split as "the" key regional measure, as originally written.

Attachment "A" to this memo reflects a package of proposed amendments to Title 6 of the Urban Growth Management Functional Plan. This attachment was made available to MPAC on November 12 and submitted to JPACT for approval on November 13. The attachment includes a variety of proposed changes to Title 6, including the following:

amend lines 298-310 to read:

"1. Person travel represents the largest share of trips for all modes of transportation. Mode split will be used as the key regional measure for person travel transportation effectiveness in the Central City, Regional Centers and Station Communities in all 2040 Growth Concept design types and will be used to guide transportation system improvements. Each jurisdiction shall establish an alternative mode split target (defined as non-Single Occupancy Vehicle person trips as a percentage of all person trips) for trips into, out of and within each of the central city, regional centers and stations communities all 2040 Growth Concept land use design types within its boundaries one year after adoption of the 1998 Regional Transportation Plan."

On November 20, following a discussion of this issue, JPACT voted, eight in favor and four against, to amend the proposed Title 6 language related to alternative mode splits as follows:

amend lines 249-251 to read:

"1. Mode split will be used as ~~the~~ a key regional measure for transportation effectiveness ~~in the Central City, Regional Centers and Station Communities in all 2040 Growth Concept design types.~~"

Following the JPACT meeting, Charlie Hales and Lou Ogden met to develop language to better clarify the intent of the alternative mode split section. As a result of that meeting, two changes could be considered:

- 1) amend lines 298-302 of Attachment "A" to this memo to read:

"1. Person travel represents the largest share of trips for all modes of transportation travel. Mode split will be used as the key regional measure for person travel of transportation effectiveness in the Central City, Regional Centers, Town Centers and Station Communities. in For other all 2040 Growth Concept design types and mode split will be used as an important factor in assessing to guide transportation system improvements."

This change would maintain the original intent of this section as defined by MPAC to emphasize mode split to these high-density, mixed-use areas, while also maintaining the new requirement for mode split targets for all areas of the region. In addition, this change reflects an emphasis on the areas where achieving mode split targets is most important, the highest density, mixed-use centers, but not to the exclusion of other factors, such as freight and safety, or needed improvements, such as roads.

- 2) amend line 269 of Attachment "A" to this memo to read:

"A transportation need is identified when a particular transportation standard or threshold has been exceeded. Standards which may be used in identifying transportation needs include: safety, statewide mobility as identified in the Oregon Transportation Plan, mode split targets, motor vehicle congestion analysis, freight mobility or demonstration that lack of access is limiting development of a priority regional land use. Needs are generally identified through a comprehensive plan amendment review or as a result of a system-planning analysis which evaluates forecast travel demand."

This section describes how level-of-service standards are used to define a system deficiency or need and what system analysis could be used to define how to develop solutions to address that need. This change would clarify that there are a number of measures that can be used to identify and define transportation needs, not just level-of-service and including whether mode split targets are being achieved.

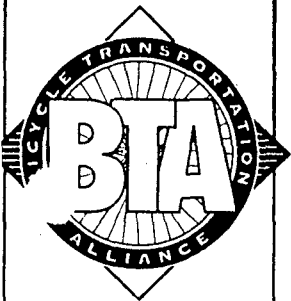
Lines 417-426 and lines 438-453 in Section 4.C. of Title 6 defines the basis for identifying a solution to a transportation system deficiency at the regional and local levels, respectively. As noted, it provides for providing added SOV capacity if alternatives are insufficient to meet the need:

- “ 1) regional transportation demand strategies
 2) regional transportation system management strategies, including intelligent Transportation Systems (ITS)
 3) High Occupancy Vehicle (HOV) strategies
 4) regional transit, bicycle and pedestrian system improvements to improve mode split
 5) unintended land use and transportation effects resulting from a proposed SOV project or projects
 6) effects of latent demand from other modes, routes or time of day from a proposed SOV project or projects
 7) If upon a demonstration that the above considerations do not adequately and cost-effectively address the problem, a significant capacity improvement may be included in the Regional Transportation Plan.”

Lines 438-453 in Section 4.C. of Title 6 defines the basis for identifying a solution at the local level:

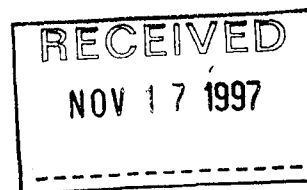
- “1) transportation demand strategies that further refine or implement a regional strategy identified in the RTP
 2) transportation system management strategies, including intelligent Transportation Systems (ITS), that refine or implement a regional strategy identified in the RTP
 3) sub-area or local transit, bicycle and pedestrian system improvements to improve mode split
 4) the effect of a comprehensive plan change on mode split targets and actions to ensure the overall mode split target for the local TSP is being achieved
 5) improvements to parallel arterials, collectors, or local streets, consistent with connectivity standards contained in Section 2 of this Title, as appropriate, to address the transportation need and to keep through trips on arterial streets and provide local trips with alternative routes
 6) traffic calming techniques or changes to the motor vehicle functional classification, to maintain appropriate motor vehicle functional classification
 7) If upon a demonstration that the above considerations do not adequately and cost-effectively address the problem, a significant capacity improvement may be included in the comprehensive plan.”

MPAC's comments on this issue will be provided to JPACT on December 11. A recommendation will be forwarded to the Metro Council upon JPACT's approval.



Friday, November 14, 1997

Andy Cotugno
Metro
600 NE Grand Ave.
Portland, OR 97232



Dear Mr. Cotugno,

The Bicycle Transportation Alliance is in the process of developing an initiative for the Metro District which would direct a portion of the transportation funds administered by Metro towards safety improvements around schools and other destinations frequented by children.

The Transportation Reform Working Group of the Coalition for a Livable Future endorsed the initiative in concept at its meeting yesterday and we expect the Coalition as a whole to endorse it at its December meeting.

We would like to make a presentation to JPACT at its December meeting on the proposed initiative and the reasons we feel it is warranted.

We would require approximately ten minutes for our presentation and expect another ten minutes for questions.

We are also working to get our presentation ready in time for the November TPAC meeting but may not be ready in time due to our involvement in the Making the Connection Conference.

Please let me know as soon as possible whether this is possible.

Yours truly,

Rex Burkholder
Policy Director

copy: L. Kaplan

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SKIP

The Safe Kids Improvement Program

Proposed Metro District Initiative

Discussion Draft 11/17/97

Purpose: To increase children's safety and independence throughout the Portland metropolitan region by improving walking and cycling access, particularly to schools.

Need:

- Nationally, children aged 5-15 account for 30% of pedestrian injuries although they are only 16% of the population.
- Twenty-five percent of all traffic fatalities in the 0-14 age group are pedestrians.
- Oregonians under 18 have a 50% higher chance of being injured or killed while riding a bicycle than adults, accounting for 40% of all cyclists killed by cars.
- Almost half of all pedestrian fatalities in Oregon occur on neighborhood streets.
- Sixty three percent of cyclists killed by cars are killed on neighborhood streets.
- Approximately 250,000 die in the US every year due to diseases associated with physical inactivity.
- Over 25% of schoolchildren are grossly overweight and only 12% of US high school students engaged in 20 minutes of vigorous physical activity three or more times a week.

Despite these figures, out of \$17 million in federal funds spent in Oregon on safety projects, no funds were spent specifically to increase pedestrian safety and only 0.8% of federal transportation funds were spent on bicycle safety and access projects. Local funds for traffic calming and other safety improvements on neighborhood streets—where most schools are located—are very limited.

Less than 2% of the 1998-2001 Metropolitan Transportation Improvement Program (MTIP) is spent on stand-alone bicycle and pedestrian projects (\$8.5 million). Of this total, almost half (\$3.979 million) is allocated for paths located outside of neighborhoods away from schools.

Proposal: Through a citizen's initiative, direct Metro to allocate a portion of all transportation funds the region receives and/or administers as the federally designated Metropolitan Planning Organization into a fund, designated the Safe Kids Improvement Program. The initiative would

also direct Metro staff to plan and implement a program to distribute these funds to cities and counties for improvements that make walking and bicycling to school and other destinations attracting a high percentage of children safer and more convenient.

This initiative would up the percentage allocated to bike and ped projects and set up a regional fund which cities and counties would apply to for funding of eligible projects.

Uses of the Safe Kids Improvement Program (SKIP)

Cities and counties may apply for funds from the Safe Kids Improvement Program for projects which improve walking and bicycling conditions to schools or other destinations attracting a high percentage of children. Only the following projects would be eligible for funding from the Safe Kids Improvement Program:

- Sidewalk construction or reconstruction
- Curb ramps
- Reduction of motor vehicle speeds to 10 mph or less, on local streets frequented by children, using traffic calming devices such as curb extensions, circles, raised crosswalks and diverters
- Bike lane construction and striping
- Bicycle parking
- Pedestrian/Bicycle accessways which provide short cuts
- In-school transportation safety and transportation choice education programs

Pedestrian facilities within 1/2 mile and bicycle facilities within 1 mile of a school or other child attracting destination will receive highest priority for funding.

All projects would be required to comply with the design standards contained in the latest edition of the Oregon Bicycle and Pedestrian Plan as approved by the Oregon Transportation Commission.

SKIP

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Proposed Metro District Initiative Discussion Draft 11/17/97

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Less than 2% of the 1998-2001 Metropolitan Transportation Improvement Program (MTIP) is spent on stand-alone bicycle and pedestrian projects (\$8.5 million). Of this total almost half (\$3.979 million) is allocated for paths located outside of neighborhoods away from schools.

Currently, the Metro region receives approximately \$126 million in transportation funding annually from federal and state sources. About 60% of these funds are earmarked for maintenance and preservation of existing infrastructure. There are also federally mandated set asides for projects that help the region meet its air quality goals and for transportation enhancements.

Proposal: Through a citizen's initiative, direct Metro to allocate a percent of all transportation funds the region receives and/or administers as the federally designated Metropolitan Planning Organization into a fund, designated the Safe Kids Improvement Program. The initiative would also direct Metro staff to plan and implement a program to distribute these funds to cities and counties for improvements that make walking and bicycling to school and other destinations attracting a high percentage of children safer and more convenient.

This initiative would up the percentage allocated to bike and ped projects and set up a regional fund which cities and counties would apply to for funding of eligible projects.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE

PORTLAND, OREGON 97232 2736

TEL 503 797 1700

FAX 503 797 1794



METRO

Date: November 17, 1997

To: JPACT

From: *AC* Andrew C. Cotugno, Transportation Director

Re: JPACT Meetings for Calendar Year 1998

Please mark your calendar for the following JPACT meeting times scheduled during calendar year 1998 in Conference Room 370A-B:

Thursday, 1-15-98, 7:30 a.m.
Thursday, 2-12-98, 7:30 a.m.
Thursday, 3-12-98, 7:30 a.m.
Thursday, 4-09-98, 7:30 a.m.
Thursday, 5-14-98, 7:30 a.m.
Thursday, 6-11-98, 7:30 a.m.
Thursday, 7-09-98, 7:30 a.m.
Thursday, 8-13-98, 7:30 a.m.
Thursday, 9-10-98, 7:30 a.m.
Thursday, 10-08-98, 7:30 a.m.
Thursday, 11-12-98, 7:30 a.m.
Thursday, 12-10-98, 7:30 a.m.

ACC:lmk

COMMITTEE MEETING TITLE SPACT

DATE 12-11-97

NAME

AFFILIATION

Craig J. Tommich

City of Clackamas Co.
Metro

Susan Tommich

~~Don Knigstad~~

Clackamas Co.

~~Don Knigstad~~

Metro

Mike Busters

Metro

TANYA COLLIER

UNEMPLOYED

ED. WASHINGTON

METRO

ROB DRAKE

CITIES OF WASH. CO.

CHARLIE HALEY

PORTLAND

GRACE CENNICAN

ODOT

Jim Kasper

4 - Clatsop E. County

Bob Stacey

Tri-Met

Lee Olsen

WASHCO CIPES (ALT)

Roy Rogers

WASHINGTON County

Mary Leary

WSDOT

Dean Lockingbill

XTC (Vancouver Alt)

Kim White

Metro

STEVE DOTTERER

CITY OF PORTLAND

Marky Slegard

Sensible Transp. Options for People

GB ARRINGTON

TRI-MET

Howard Harris

DEFR

REBECCA OCKEN

CITY OF GRESHAM

DAVE WILLIAMS

ODOT

COMMITTEE MEETING TITLE

JPACT

DATE

12-11-97

NAME

AFFILIATION

MARK LEAR

CITY OF PORTLAND

Ted Jance

ODOT

John Rosenberg

Washington Co.

John Ried

Clackamas Co.

ROSS ANDER

"

SUSIE LABAREE

Pat of Patrick

Scott Rice

Cornelius City Council

Paul Silver

Wilsonville

Susan Lee

Multnomah Co.

Gordon Oliver

Oregonian

Gary Katsion

Kittelson & Associates, Inc.