

Portland State University

**PDXScholar**

---

Joint Policy Advisory Committee on  
Transportation

Oregon Sustainable Community Digital Library

---

12-12-2002

## Meeting Notes 2002-12-12

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 2002-12-12 " (2002). *Joint Policy Advisory Committee on Transportation*. 353.

[https://pdxscholar.library.pdx.edu/oscdl\\_jpact/353](https://pdxscholar.library.pdx.edu/oscdl_jpact/353)

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).

**A G E N D A**

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

TEL 503-797-1916 FAX 503-797-1930

**REVISED**

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

DATE: December 12, 2002

DAY: Thursday

TIME: 7:30 a.m.

PLACE: Metro Conference Room 370A and B

- |        |     |  |         |
|--------|-----|--|---------|
| 7:30am | 1.  | Call to Order and Declaration of a Quorum.   |         |
|        | 2.  | Citizen communications to JPACT on non-agenda items  |         |
| 7:35am | *3. | Minutes of November 14, 2002 meeting – <u>APPROVAL REQUESTED</u>   | 5 Min.  |
| 7:40am | *4. | Tri-Met Productivity Improvement Program – <u>INFORMATIONAL</u> – Fred Hansen, Tri-Met                     | 10 Min. |
| 7:50am | *5. | Proposed Guidelines on Area Commission on Transportation – <u>INFORMATIONAL</u> – Stuart Foster, OTC       | 15 Min. |
| 8:05am | *6. | I-5 Southbound Vancouver HOV Lane Pilot Project Performance – <u>INFORMATIONAL</u> – Dean Lookingbill, RTC | 15 Min. |
| 8:20am | 7.  | TEA-21 Reauthorization Program & Policy Priorities – <u>DISCUSSION</u> – Andy Cotugno                      | 40 Min. |
| 9:00am | 8.  | Adjourn  |         |

---

\* Material available electronically. Please call 503-797-1916 for a paper copy.

\*\* Not all material on this agenda item is available electronically.

**All material will be available at the meeting .**

A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

RENEE CASTILLA  
METRO REGIONAL SERVICES  
600 NE GRAND AVE  
PORTLAND OR 97232

TEL 503-797-1916 FAX 503-797-1930

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

**DATE:** December 12, 2002

**DAY:** Thursday

**TIME:** 7:30 a.m.

**PLACE:** Metro Conference Room 370A and B

- |        |  |         |
|--------|--|---------|
| 7:30am | 1. Call to Order and Declaration of a Quorum.  |         |
|        | 2. Citizen communications to JPACT on non-agenda items   |         |
| 7:35am | *3. Minutes of November 14, 2002 meeting – <u>APPROVAL REQUESTED</u>                                     | 5 Min.  |
| 7:40am | *4. Tri-Met Productivity Improvement Program – <u>INFORMATIONAL</u> – Fred Hansen, Tri-Met               | 10 Min. |
| 7:50am | *5. Proposed Guidelines on Area Commission on Transportation – <u>INFORMATIONAL</u> – Stuart Foster, OTC | 20 Min. |
| 8:10am | 6. TEA-21 Reauthorization Program & Policy Priorities – <u>DISCUSSION</u> – Andy Cotugno                 | 60 Min. |
| 9:00am | 7. Adjourn   |         |

---

\* Material available electronically. Please call 503-797-1916 for a paper copy.

\*\* Not all material on this agenda item is available electronically.

**All material will be available at the meeting .**

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

November 14, 2002

**REVISED**

MEMBERS PRESENT

AFFILIATION

Rex Burkholder	Metro
Fred Hansen	TriMet
Bill Wyatt	Port of Portland
Karl Rohde	City of Lake Oswego, representing Cities of Clackamas County
Rob Drake	City of Beaverton, representing Cities of Washington County
Stephanie Hallock	Oregon Department of Environmental Quality (DEQ)
Bill Kennemer	Clackamas County
Don Wagner	Washington Department of Transportation (WSDOT)
Larry Haverkamp	City of Gresham, representing Cities of Multnomah County
Roy Rogers	Washington County
Rod Park	Metro
Jim Francesconi	City of Portland

MEMBERS ABSENT

AFFILIATION

Rod Monroe	Metro
Maria Rojo de Steffey	Multnomah County
Craig Pridemore	Clark County
Royce Pollard	City of Vancouver
Kay Van Sickle	Oregon Department of Transportation (ODOT – Region 1)

ALTERNATES PRESENT

AFFILIATION

Peter Capell	Clark County
Dave Williams	Oregon Department of Transportation (ODOT – Region 1)
Dean Lookingbill	SW Washington RTC

GUESTS PRESENT

AFFILIATION

Ann Gardner	NW Industrial Neighborhood Association
Marion Haynes	Schnitzer Investment Corporation
Walter Valenta	Citizen
John Rist	Clackamas County
James Barnard	City of Milwaukie
Brian Newman	City of Milwaukie
Alice Rouyer	City of Milwaukie
Robin Katz	Port of Portland
Rob De Graff	Portland Business Alliance
Phil Selinger	TriMet
Stephen Iwata	City of Portland

Sorin Garber	HDR – Portland
Susie Lahsene	Port of Portland
Dave Lohman	Port of Portland
Mike Clark	Washington Department of Transportation (WSDOT)
Tom Markgraf	Congressmen Blumenauer’s Office
Dick Feeney	TriMet
Sharon Nasset	Community Activist/RPBA
Deborah Murdock	Portland State University
Olivia Clark	TriMet
Kathy Lehtola	Washington County
Louis Ornelas	OHSU
Lenny Anderson	Swan Island TMA
Kate Deane	Oregon Department of Transportation (ODOT)
Fred Eberle	Oregon Department of Transportation (ODOT)

STAFF

Ted Leybold	Andy Cotugno	Tom Kloster
Mike Hoglund	Richard Brandman	Renee Castilla
John Cullerton		

I. CALL TO ORDER

Vice-Chair Burkholder declared a quorum and called the meeting to order at 7:35 am.

Vice-Chair Burkholder introduced Councilor Brian Newman of Cities of Clackamas County and stated that January 1, 2003, he would be a Metro Councilor and advised that a new alternate for the Cities of Clackamas County should be in place by December.

II. CITIZEN COMMUNICATIONS TO JPACT ON NON-AGENDA ITEMS

There were no citizen communications. •

III. MINUTES OF OCTOBER 10, 2002 MEETING

ACTION TAKEN: Karl Rohde moved and Rob Drake seconded the motion to approve the minutes of the October 10, 2002 JPACT meeting. The motion passed.

IV. RESOLUTION NO. 02-3237 FOR THE PURPOSE OF ENDORSING THE I-5 TRANSPORTATION AND TRADE STUDY RECOMMENDATIONS

Andy Cotugno introduced Kate Deane and gave a brief description of this agenda item.

Kate Deane presented the I-5 Transportation and Trade Study Recommendations (included as part of this meeting record).

Stephanie Hallock asked why there was a need to separate Union Pacific and Burlington Northern lines.

Fred Eberle replied that in N. Portland south of the river, when the Union Pacific comes in it blocks both tracks therefore no other trains can move north or south.

Karl Rohde asked how much this project would cost.

Kate Deane stated that the highway elements are \$1 billion and the rail elements are \$1 billion for a total of \$2 billion. She further stated that ODOT is looking at a variety of financing tools.

Karl Rohde asked what the impact on the RTP would be by adopting this resolution and supporting the changes that are recommended by the group.

Andy Cotugno stated that some changes in this recommendation will need to be added into the RTP, some of the projects are already listed. He further stated that it would be premature to amend the financially constrained RTP because there needs to be a funding source listed in order to do so. However, federal law allows for projects that do not have identified funding sources to be listed as illustrative so that air quality conformity can be determined.

Bill Kennemer asked when the RTP is next to be revised.

Tom Kloster replied that the RTP will be updated next year for adoption in early 2004.

Anne Gardner, NW Industrial Neighborhood Association, stated the I-5 Trade Corridor is becoming more and more congested which hurts the global market place's ability to move people, product and ideas. She feels the proposal and recommendation of the I-5 Task Force's is very well thought through. She further stated that expansion is needed to increase the capacity of the freeway and eliminate the bottlenecks. She expressed support for the process and stated it was important for JPACT to put forward a positive recommendation.

Rob De Graff, Portland Business Alliance addressed the committee and stated he agrees completely with this resolution and would ask for JPACT's support.

Lenny Anderson, Swan Island TMA, expressed the importance of providing a community enhancement fund and agreed with the Task Force that it should be evaluated. He then expressed his concern regarding page 26, items G and H. He stated that the Task Force voted 10/10 not to recommend the inclusion of arterial bridges in their recommendation however listed it separately as item H to allow the possibility of further study in the EIS process. He stated that he would like items G and H combined to simply recommend further study of all lane and bridge options in the EIS process.

Sharon Nassett expressed her concern with this recommendation and emphasized the importance of arterials that help to move freight, including the Western Arterial.

Karl Rohde asked Kate Deane to briefly address the issue of arterial bridges.

Kate Deane stated that the Task Force did talk about what should happen on I-5, including a variety of concepts, from making improvements solely to the freeway to a combination of freeway and arterial lanes as well as light rail. However, they agreed that there was not enough information and/or data to look at arterial bridges themselves but acknowledged that there might be some merit to them. Therefore, they listed the item separately as (H) to allow for further study of arterial bridges in the EIS process.

Fred Hansen stated that he was on the losing side along with Lenny Anderson and agreed with the importance of arterial bridges, however stated that the Task Force did not discount the idea entirely and stated in bullet (H) that it should be looked in at the EIS process to determine if arterial bridges are feasible.

Karl Rohde asked when the Task Force decided to shorten the southern study terminus from I-84 to the Fremont Bridge and not look at that huge bottleneck there.

Kate Deane stated that the Task Force recognized that the entire I-405/I-205 freeway loop needed to be studied and determined that fixing one portion of the loop might negatively impact others so they decided to look at the entire freeway loop separately in an upcoming analysis.

Roy Rogers expressed concerns regarding the rail capacity improvements and asked if the railroad was asking the region to do their improvements.

Kate Deane stated that it is clear that the rail road is a private system however if the region wants to use the tracks for intercity passenger rail, it is important to have future discussion on how those improvements can be made.

Dave Williams stated that it is important to reach a consensus with all of the parties, including the railroad partners on the capacity problems and to identify those problems and look for the money to make the improvements.

Bill Wyatt stated that the regional rail capacity problem is too important to leave just to railroads. He stated that Bi-State, JPACT, and others have identified that rail improvements have to be made in order to improve capacity. He said it is important to generate regional consensus and negotiate with the railroads in order to see improvements accomplished.

Rob Drake expressed his concerns with the region sharing the costs of improving the rail system. He stated that the freight users should share in the majority of the costs.

Kate Deane stated that the 5-10 year improvements that are needed are in the range of \$130 million. She further stated that ODOT is discussing the financing options for improvements.

Andy Cotugno wanted to remind the committee that not all of the costs would be going into Metro's RTP, that RTC's RTP would be sharing the costs.

ACTION TAKEN: Fred Hansen moved and Stephanie Hallock seconded the motion to approve Resolution No. 02-3237A For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations. The motion passed.

#### V. TEA-21 REAUTHORIZATION PROGRAM & POLICY PRIORITIES

Andy Cotugno presented the TEA-21 Reauthorization Program & Policy Priorities (included as part of this meeting record).

Andy Cotugno presented a memo written to JPACT regarding TEA-21 Reauthorization Policy Priorities (included as part of this meeting record).

*Fred Hansen stated that it was important to remember the importance of the New Starts program as well as to look at the possibility of Small Starts, which could fund projects such as Street Cars. He noted that center city development and re-development has been the result and the success of the Portland Streetcar project. He said that the region should enter the national debate on the "Small Starts" proposal by insisting that development be a criteria for small starts, not simply streamlined and easier to meet mobility requirements. JPACT agreed to instruct staff to make these suggestions relative to development with the region's delegation and D.C. consultants. He cautioned the committee that a Small Starts program that only simplifies mobility requirements could potentially hurt the New Starts program if additional funding was not located.*

Bill Wyatt stated that the rail freight discussion is increasing in urgency on the national level. He stated that if freight speed could be increased between Portland and Tacoma then more haulers would use the rail freight system, which would mean greater capacity on the highway system.

Jim Francesconi asked if the region was assuming a 50% match locally for New Starts.

Fred Hansen stated that right now the discussion is heading more toward a 60/40 match. Neither party is willing to go lower than that match, although the Administration would rather have a 50/50 match.

#### VI. TRANSPORTATION INVESTMENT TASK FORCE STATUS REPORT

Richard Brandman gave a brief description of the charge of the Transportation Investment Task Force. He stated that the mission of the Task Force was to look the different resources for possible funding and compare those to the need in the region for specific projects with specific benefits. The types of projects that would be included are those that enhance the economy decrease congestion, enhance livability and those projects that can be under construction within three years and completed within six. He said that the Task Force staff and consultants are currently doing a web-based survey as well as a random sample telephone survey asking the region's voters what types of projects they are interested in and what types of revenue sources they would vote for. He further stated that they have spoken with Bruce Starr numerous times



regarding his plans and how they relate to the Task Force's plans. He said some of the responses they have received from the survey include: multi-modal projects that make the region work, transit, freeway, community transportation projects (off the highway system), widening arterials, adding bike/trails, highway projects including I-5 North, 217/Sunrise, I-205 etc., and transit projects including S. Corridor, which is the number one priority of the region. He further stated that all of the projects listed were taken from the RTP. He also gave examples of the types of funding sources they surveyed including gas taxes, etc.

Mike Hoglund stated that the Task Force would be reporting to JPACT in January of 2003.

VI. TRI-MET PRODUCTIVITY IMPROVEMENT PROGRAM

Held over until next month.

VII. ADJOURN

There being no further business, Vice-Chair Burkholder adjourned the meeting at 9:02 am.

Respectfully submitted,

Renee Castilla

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

November 14, 2002

<u>MEMBERS PRESENT</u>	<u>AFFILIATION</u>
Rex Burkholder	Metro
Fred Hansen	TriMet
Bill Wyatt	Port of Portland
Karl Rohde	City of Lake Oswego, representing Cities of Clackamas County
Rob Drake	City of Beaverton, representing Cities of Washington County
Stephanie Hallock	Oregon Department of Environmental Quality (DEQ)
Bill Kennemer	Clackamas County
Don Wagner	Washington Department of Transportation (WSDOT)
Larry Haverkamp	City of Gresham, representing Cities of Multnomah County
Roy Rogers	Washington County
Rod Park	Metro
Jim Francesconi	City of Portland

<u>MEMBERS ABSENT</u>	<u>AFFILIATION</u>
Rod Monroe	Metro
Maria Rojo de Steffey	Multnomah County
Craig Pridemore	Clark County
Royce Pollard	City of Vancouver
Kay Van Sickle	Oregon Department of Transportation (ODOT – Region 1)

<u>ALTERNATES PRESENT</u>	<u>AFFILIATION</u>
Peter Capell	Clark County
Dave Williams	Oregon Department of Transportation (ODOT – Region 1)
Dean Lookingbill	SW Washington RTC

<u>GUESTS PRESENT</u>	<u>AFFILIATION</u>
Ann Gardner	NW Industrial Neighborhood Association
Marion Haynes	Schnitzer Investment Corporation
Walter Valenta	Citizen
John Rist	Clackamas County
James Barnard	City of Milwaukie
Brian Newman	City of Milwaukie
Alice Rouyer	City of Milwaukie
Robin Katz	Port of Portland
Rob De Graff	Portland Business Alliance
Phil Selinger	TriMet
Stephen Iwata	City of Portland

Sorin Garber	HDR – Portland
Susie Lahsene	Port of Portland
Dave Lohman	Port of Portland
Mike Clark	Washington Department of Transportation (WSDOT)
Tom Markgraf	Congressmen Blumenauer’s Office
Dick Feeney	TriMet
Sharon Nasset	Community Activist/RPBA
Deborah Murdock	Portland State University
Olivia Clark	TriMet
Kathy Lehtola	Washington County
Louis Ornelas	OHSU
Lenny Anderson	Swan Island TMA
Kate Deane	Oregon Department of Transportation (ODOT)
Fred Eberle	Oregon Department of Transportation (ODOT)

STAFF

Ted Leybold	Andy Cotugno	Tom Kloster
Mike Hoglund	Richard Brandman	Renee Castilla
John Cullerton		

I. CALL TO ORDER

Vice-Chair Burkholder declared a quorum and called the meeting to order at 7:35 am.

Vice-Chair Burkholder introduced Councilor Brian Newman of Cities of Clackamas County and stated that January 1, 2003, he would be a Metro Councilor and advised that a new alternate for the Cities of Clackamas County should be in place by December.

II. CITIZEN COMMUNICATIONS TO JPACT ON NON-AGENDA ITEMS

There were no citizen communications.

III. MINUTES OF OCTOBER 10, 2002 MEETING

ACTION TAKEN: Karl Rohde moved and Rob Drake seconded the motion to approve the minutes of the October 10, 2002 JPACT meeting. The motion passed.

IV. RESOLUTION NO. 02-3237 FOR THE PURPOSE OF ENDORSING THE I-5 TRANSPORTATION AND TRADE STUDY RECOMMENDATIONS

Andy Cotugno introduced Kate Deane and gave a brief description of this agenda item.

Kate Deane presented the I-5 Transportation and Trade Study Recommendations (included as part of this meeting record).

Stephanie Hallock asked why there was a need to separate Union Pacific and Burlington Northern lines.

Fred Eberle replied that in N. Portland south of the river, when the Union Pacific comes in it blocks both tracks therefore no other trains can move north or south.

Karl Rohde asked how much this project would cost.

Kate Deane stated that the highway elements are \$1 billion and the rail elements are \$1 billion for a total of \$2 billion. She further stated that ODOT is looking at a variety of financing tools.

Karl Rohde asked what the impact on the RTP would be by adopting this resolution and supporting the changes that are recommended by the group.

Andy Cotugno stated that some changes in this recommendation will need to be added into the RTP, some of the projects are already listed. He further stated that it would be premature to amend the financially constrained RTP because there needs to be a funding source listed in order to do so. However, federal law allows for projects that do not have identified funding sources to be listed as illustrative so that air quality conformity can be determined.

Bill Kennemer asked when the RTP is next to be revised.

Tom Kloster replied that the RTP will be updated next year for adoption in early 2004.

Anne Gardner, NW Industrial Neighborhood Association, stated the I-5 Trade Corridor is becoming more and more congested which hurts the global market place's ability to move people, product and ideas. She feels the proposal and recommendation of the I-5 Task Force's is very well thought through. She further stated that expansion is needed to increase the capacity of the freeway and eliminate the bottlenecks. She expressed support for the process and stated it was important for JPACT to put forward a positive recommendation.

Rob De Graff, Portland Business Alliance addressed the committee and stated he agrees completely with this resolution and would ask for JPACT's support.

Lenny Anderson, Swan Island TMA, expressed the importance of providing a community enhancement fund and agreed with the Task Force that it should be evaluated. He then expressed his concern regarding page 26, items G and H. He stated that the Task Force voted 10/10 not to recommend the inclusion of arterial bridges in their recommendation however listed it separately as item H to allow the possibility of further study in the EIS process. He stated that he would like items G and H combined to simply recommend further study of all lane and bridge options in the EIS process.

Sharon Nassett expressed her concern with this recommendation and emphasized the importance of arterials that help to move freight, including the Western Arterial.

Karl Rohde asked Kate Deane to briefly address the issue of arterial bridges.

Kate Deane stated that the Task Force did talk about what should happen on I-5, including a variety of concepts, from making improvements solely to the freeway to a combination of freeway and arterial lanes as well as light rail. However, they agreed that there was not enough information and/or data to look at arterial bridges themselves but acknowledged that there might be some merit to them. Therefore, they listed the item separately as (H) to allow for further study of arterial bridges in the EIS process.

Fred Hansen stated that he was on the losing side along with Lenny Anderson and agreed with the importance of arterial bridges, however stated that the Task Force did not discount the idea entirely and stated in bullet (H) that it should be looked in at the EIS process to determine if arterial bridges are feasible.

Karl Rohde asked when the Task Force decided to shorten the southern study terminus from I-84 to the Fremont Bridge and not look at that huge bottleneck there.

Kate Deane stated that the Task Force recognized that the entire I-405/I-205 freeway loop needed to be studied and determined that fixing one portion of the loop might negatively impact others so they decided to look at the entire freeway loop separately in an upcoming analysis.

Roy Rogers expressed concerns regarding the rail capacity improvements and asked if the railroad was asking the region to do their improvements.

Kate Deane stated that it is clear that the rail road is a private system however if the region wants to use the tracks for intercity passenger rail, it is important to have future discussion on how those improvements can be made.

Dave Williams stated that it is important to reach a consensus with all of the parties, including the railroad partners on the capacity problems and to identify those problems and look for the money to make the improvements.

Bill Wyatt stated that the regional rail capacity problem is too important to leave just to railroads. He stated that Bi-State, JPACT, and others have identified that rail improvements have to be made in order to improve capacity. He said it is important to generate regional consensus and negotiate with the railroads in order to see improvements accomplished.

Rob Drake expressed his concerns with the region sharing the costs of improving the rail system. He stated that the freight users should share in the majority of the costs.

Kate Deane stated that the 5-10 year improvements that are needed are in the range of \$130 million. She further stated that ODOT is discussing the financing options for improvements.

Andy Cotugno wanted to remind the committee that not all of the costs would be going into Metro's RTP, that RTC's RTP would be sharing the costs.

ACTION TAKEN: Fred Hansen moved and Stephanie Hallock seconded the motion to approve Resolution No. 02-3237A For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations. The motion passed.

#### V. TEA-21 REAUTHORIZATION PROGRAM & POLICY PRIORITIES

Andy Cotugno presented the TEA-21 Reauthorization Program & Policy Priorities (included as part of this meeting record).

Andy Cotugno presented a memo written to JPACT regarding TEA-21 Reauthorization Policy Priorities (included as part of this meeting record).

Fred Hansen stated that it was important to remember the importance of the New Starts program as well as look at the possibility of Small Starts, which could fund projects such as Street Cars. He cautioned the committee that a Small Starts program could potentially hurt the New Starts program if additional funding was not located.

Bill Wyatt stated that the rail freight discussion is increasing in urgency on the national level. He stated that if freight speed could be increased between Portland and Tacoma then more haulers would use the rail freight system, which would mean greater capacity on the highway system.

Jim Francesconi asked if the region was assuming a 50% match locally for New Starts.

Fred Hansen stated that right now the discussion is heading more toward a 60/40 match. Neither party is willing to go lower than that match, although the Administration would rather have a 50/50 match.

#### VI. TRANSPORTATION INVESTMENT TASK FORCE STATUS REPORT

Richard Brandman gave a brief description of the charge of the Transportation Investment Task Force. He stated that the mission of the Task Force was to look the different resources for possible funding and compare those to the need in the region for specific projects with specific benefits. The types of projects that would be included are those that enhance the economy decrease congestion, enhance livability and those projects that can be under construction within three years and completed within six. He said that the Task Force staff and consultants are currently doing a web-based survey as well as a random sample telephone survey asking the region's voters what types of projects they are interested in and what types of revenue sources they would vote for. He further stated that they have spoken with Bruce Starr numerous times regarding his plans and how they relate to the Task Force's plans. He said some of the responses they have received from the survey include: multi-modal projects that make the region work, transit, freeway, community transportation projects (off the highway system), widening arterials, adding bike/trails, highway projects including I-5 North, 217/Sunrise, I-205 etc., and transit projects including S. Corridor, which is the number one priority of the region. He further stated that all of the projects listed were taken from the RTP. He also gave examples of the types of funding sources they surveyed including gas taxes, etc.

Mike Hoglund stated that the Task Force would be reporting to JPACT in January of 2003.

VI. TRI-MET PRODUCTIVITY IMPROVEMENT PROGRAM

Held over until next month.

VII. ADJOURN

There being no further business, Vice-Chair Burkholder adjourned the meeting at 9:02 am.

Respectfully submitted,

Renee Castilla

# TriMet Productivity Improvement Process

In December 1999, the region was growing, business was booming and TriMet was seeking ways to get more service bang for its buck.

Regional planning efforts were calling for TriMet to grow its service at a rate twice as fast as it was able to do on existing resources. To make sure that every dollar possible was being spent on putting service on the street, TriMet launched the Productivity Improvement Process or PIP.

PIP is based on the simple belief that those closest to the work know how best to improve it. PIP teams, made up of frontline workers, supervisors and managers, formed throughout the agency, and PIP members worked together to ask tough questions, critically examine work processes and develop and implement workable solutions. In the first year alone, more than 300 employees participated in PIP.

Their success can be measured in real dollars. In fiscal years 2001 and 2002 combined, TriMet realized \$6 million in operating cost savings and \$4 million in capital cost savings.

When the region and the nation experienced the most recent economic downturn, TriMet was faced with funding shortages similar to other public agencies. Like other agencies, TriMet was forced to cut its budget to match reduced payroll tax receipts. However, savings from PIP efforts – past, present and future – made it possible for TriMet to maintain current level of service. Without PIP, TriMet would have been forced to make much deeper cuts.

In addition to easing budget cuts, PIP has fundamentally changed the way TriMet approaches its work. PIP has moved strategic analysis through the front lines and helped the agency realign key areas to capitalize on opportunities created by economic recovery.

## PIP Examples

- **Diesel fuel economy:** TriMet increased its miles per gallon for bus service from 4.3 to 4.4. Each .1 gain saves about 175,000 gallons of fuel and \$150,000 per year. This was accomplished by reducing bus idling, changing the way operators accelerate, turning off engines at layovers and other efforts.
- **Reduced vehicle spare ratio:** TriMet lowered the number of buses that it holds out of service for maintenance work – commonly known as the spare ratio – from 20 percent in fiscal year 2000 to 18 percent in fiscal year 2002. This was accomplished in part by combining maintenance work to better coordinate the time buses spend in the shop. With a reduced spare ratio, TriMet has been able to provide more service without buying additional buses. To date, while continuing to increase service at planned rates, TriMet has avoided buying 12 buses that would have been needed to maintain the 20 percent spare ratio.
- **Inventory reduction:** TriMet reduced its bus inventory value from \$4.1 million to \$2.5 million and its rail inventory value from \$10.2 million to \$8.3 million from July 2000 to July 2002. This means more money is available for service since less money is sitting on the shelf tied up in inventory that may not be used for several years. The reduction was achieved by making improvements in parts use forecasting and ordering, packaging repair and preventative maintenance parts into kits, using more “just-in-time” and drop shipping, working with vendors to supply and manage high-use items and incorporating other inventory best practices.





# TriMet's source of money declining

*Payroll tax collections, which pay for two-thirds of the regional transit agency's operations costs, are sliding in the slower economy*

**BY FRED LEESON**  
THE OREGONIAN

The Portland region's sluggish economy is hitting TriMet in a painful place: payroll taxes that pay for almost two-thirds of the transit agency's operations costs.

Payroll tax collections fell 4.8 percent during the quarter ending Sept. 30, compared with the same period last year. It marked the fourth quarter in the last five in which payroll tax revenues failed to match comparable year-to-year periods.

Bruce Harder, TriMet's executive director of finance and administration, said the decline last year was the first since 1982, when Oregon fell into a significant recession, and only the second in TriMet history dating to 1969.

The declines are not large enough yet for TriMet to consider cutting service, but they could dampen plans to expand bus service before the economy improves.

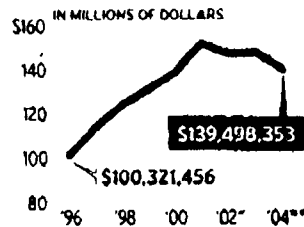
"Even holding service flat is not good enough in the long run," said TriMet General Manager Fred Hansen. "The regional plan wants 4 percent improvement per year. We need to meet growing mobility needs, not just for getting to work but for all sorts of activities."

In the fiscal year that ended last June, payroll taxes amounted to \$146.5 million, down 3 percent from \$151 million in the previous fiscal year.

TriMet budgeted \$147.1 million for the current fiscal year, but if the current trend holds, the total could fall several

## TRIMET TAXES

After increasing steadily for several years, TriMet payroll taxes have dropped in four of the last five quarters when compared with the previous year.



\*Payroll tax projections forecast in TriMet's 2002-2003 budget.  
\*\*Projection if the 2002-2003 fiscal year follows the same 4.8 percent decline in the first quarter.

Source: TriMet

MICHAEL GUILLEN/THE OREGONIAN

million short. In the first quarter of the fiscal year starting July 1, the payroll tax generated \$35.05 million, down from \$38.8 million a year ago.

By comparison, in each of the five prior years payroll revenues had climbed from 5.8 percent to 12.5 percent over the preceding year.

TriMet hoped the worst was over last spring, when payroll taxes rose 5.4 percent after three successive quarters of declines. But that uptick proved to be a "false summit," Harder said, in light of the newest figures.

"We are hoping that we are seeing signs of bottoming out," he said. Harder noted that recent news accounts have mentioned some companies hiring employees while others are laying them off. "We're in that mixed-message time" that could signal a turnaround, he said.

Payroll taxes provide about two-thirds of the money TriMet needs to operate passenger service. It does not affect construction projects such as the Interstate light-rail line that are paid for from other sources of local, state and federal money.

Transit fares pay for much of the rest of operations costs. But those have been substantially flat this year. Unlike some earlier years, TriMet did not raise fares in 2002.

"We are going to make sure we drive our efficiencies internally to keep what we have going now," Hansen said. When he joined TriMet three years ago, Hansen started a productivity improvement program in which teams of employees proposed ways to cut costs.

### Streamlining operations

Productivity savings netted TriMet about \$6 million in the past two years, according to a citizens advisory committee on the TriMet budget. The agency penciled in another \$3 million in savings expected this year.

No one can be sure, however, how large the remaining productivity savings can be. As the advisory committee noted in its report, the "low-hanging fruit" may have been plucked.

Hansen admits that productivity gains are not unlimited, but he thinks there's still room for substantial improvement.

For example, he said one committee is studying how to drive down the number of spare vehicles held in reserve as substitutes. Reducing those spares, through better preventive maintenance or other techniques, could save \$310,000 for a bus or \$2.5 million for a light-rail car.

"We are getting ideas that are unbelievably impressive," Hansen said.

Fred Leeson: 503-294-5946;  
fredleeson@news.oregonian.com

## WHAT ARE SOME EXAMPLES OF PIP ACCOMPLISHMENTS?

- ▶ Installed an electronic parts imaging system to reduce the time it takes for mechanics to locate and get parts
- ▶ Moved “campaign” work from the body shop mechanics to the shop floor mechanics where the work can be integrated into regular mechanics’ work and completed more quickly
- ▶ Co-located bus dispatch and rail control to improve communication and shorten operator response time
- ▶ Converted rail cars to LED lights to increase light life expectancy
- ▶ Replaced cloth with vinyl seats on rail vehicles to reduce cleaning and replacement costs
- ▶ Implemented new “drop ship” procedure to reduce parts delivery time
- ▶ Improved the Information Systems Helpdesk and increased operating hours to provide greater support.

---

*“The greatest value that I have found in the productivity effort is the emphasis of involving the people who do the work on a daily basis.”*

- Ted Trout, Bus Maintenance Trainer and PIP team member

---

Updated May 2002

## WHAT ARE SOME OF THE CURRENT PIP INITIATIVES?

- ▶ Streamlining the procurement process
- ▶ Standardizing facilities design and materials
- ▶ Developing lifecycle cost analysis for projects and purchases
- ▶ Streamlining the process for implementing smaller capital projects
- ▶ Creating mentoring and internship programs to increase diversity in the workforce
- ▶ Improving the decision-making process for selecting technology improvements
- ▶ Reducing inventory costs
- ▶ Decreasing energy costs
- ▶ Clarifying mobility device securement policies and procedures

## THE BENEFITS

### EMPLOYEE INVOLVEMENT

Active employee participation is the driving force behind the success of PIP. More than 300 employees from all levels of the organization have served on PIP teams. They have brought forward tough issues and developed workable solutions.

### DOLLARS SAVED

PIP, along with other productivity efforts, has saved the agency \$10 million in operating and capital costs from FY 2000 to FY 2002.

### MORE SERVICE ON THE STREET

Dollars saved from PIP efforts are reinvested in more service for current and new riders.



# PRODUCTIVITY IMPROVEMENT PROCESS

## PIP GUIDE

*“The [PIP] process is based on my belief that when employees are empowered to do their jobs to the best of their abilities, the entire agency benefits from an increase in overall productivity and ultimately an increase in service.”*

- Fred Hansen, General Manager



# WHY AND WHAT

## WHY PIP?

The Portland area is a fast-growing region committed to effectively managing growth—preventing urban sprawl and maintaining features that make it a great place to live. Tri-Met plays an integral role in achieving these goals.

The regional transportation plan calls for Tri-Met to increase service at an aggressive rate, including increasing bus and rail service, improving customer amenities and identifying new transportation options. With limited resources, Tri-Met cannot achieve these increased service goals without outside support. In addition to looking elsewhere for funding opportunities, the agency must also ensure that it is putting as much service on the street as possible with its existing resources.

## WHAT IS PIP?

The Productivity Improvement Process (PIP) provides the agency with a framework to continually explore areas within the agency where we can capitalize on innovative processes and procedures and on new technologies that result in improving and increasing service quality. It also provides the opportunity to remove some of the day-to-day frustrations that affect the work environment, thus increasing employee morale and productivity.

The long-term goal of this process is to integrate its principles and practices into the way the entire agency does business day in and day out. This process is crucial to the agency's efforts to achieve sustained management excellence and to remain a responsible, responsive public agency.

## WHAT IS THE PIP GOAL?

Tri-Met's Productivity effort provides a framework to continually explore improving all of our operations so that we deliver the best transportation service in the country. This means Tri-Met will:

- ▶ Maximize use of existing resources to increase service.
- ▶ Create effective employee forums that draw out the best thinking from staff at all levels, especially those closest to the work.
- ▶ Work in full partnership with the Union to implement system efficiencies.
- ▶ Provide challenging and rewarding work with opportunities for professional growth.
- ▶ Sustain a work environment that continually finds ways to improve our systems and processes.
- ▶ Leverage and capitalize on new technologies.



**EMPLOYEES**

+



**IDEAS**

=



**PRODUCTIVITY SAVINGS**

&



**MORE SERVICE ON THE STREET (SOS)**

## WHAT IS A PIP INITIATIVE?

A PIP initiative accomplishes one or more of the following:

- ✓ A system or process improvement
- ✓ Reallocation of existing resources
- ✓ Avoidance of projected future costs
- ✓ A budget reduction

## THE PROCESS

### WHAT IS A PIP TEAM?

PIP is based on the belief that the best ideas for improving productivity come from the frontline employees who do the work. From the very beginning, PIP teams, made up of employees from all levels of the agency, have been formed to identify and analyze areas for improvement and find workable solutions.

### HOW IS PIP SUPPORTED?

The general manager appointed the Productivity Steering Committee, which he chairs, to help guide the process and ensure that the effort receives support from the highest levels of the agency. The committee, which is made up of the general manager and executive directors, works with PIP teams to remove any barriers to the process and provide input on recommendations and goals. The committee's active support and involvement ensure that PIP remains a high agency priority.

### WHAT ARE MY RESPONSIBILITIES AS A PIP TEAM MEMBER?

A PIP team member participates fully, gathers ideas from co-workers, values all suggestions, develops and analyzes options, builds consensus, communicates progress and works to create a work environment of "sustained management excellence."



# Oregon

John A. Kitzhaber, M.D., Governor

**Transportation Commission**

201 West Main Street, #4A

Medford, Oregon 97501

November 8, 2002

File Code: PLA

TO: Interested Stakeholders

FROM: Stuart Foster  
Oregon Transportation Commission

SUBJECT: Formation and Operation of the  
Area Commissions on Transportation

The Oregon Transportation Commission (OTC) has asked the Oregon Department of Transportation (ODOT) to update the document that describes formation and operation of the Area Commissions on Transportation (ACTs). The OTC would appreciate your input on the attached draft. Please submit comments by January 31, 2003 to the address below:

Jerri Bohard, Manager  
Planning Section  
Transportation Development Division  
Oregon Department of Transportation  
555 13<sup>th</sup> Street NE  
Salem, OR 97301-4178  
Email: [jerri.l.bohard@odot.state.or.us](mailto:jerri.l.bohard@odot.state.or.us)

The draft document was developed with the input of a 17-member Stakeholder Committee that is currently assisting ODOT with review of the STIP process. The Oregon Transportation Commission (OTC) appointed the Stakeholder Committee in response to stakeholders' request in March 2000. The OTC helped frame the purpose and objectives of the Stakeholder Committee.

The committee provided an assessment of issues related to the current STIP process and developed a paper identifying problems and recommendations for process improvements. Several of the recommendations centered on clarification of the ACT processes. The meeting summaries, presentation materials and the report that the STIP Process Stakeholder Committee submitted to the Commission can be found on the web at: [www.odot.state.or.us/stakeholderstip](http://www.odot.state.or.us/stakeholderstip).

## Formation and Operation of the ACTs

Staff prepared a first draft of the revised document based on a number of factors, including:

- The Stakeholder Committee's recommendations related to the ACTs
- The current "Guidelines for the Establishment of the Area Commissions on Transportation"
- The charters of the existing ACTs, and
- State and federal policies

Committee and OTC feedback was solicited and incorporated into the second draft which was reviewed by the Stakeholder Committee at its October 23<sup>rd</sup> meeting. Minor clarifications were made to the document from input received at the meeting. The latest working draft is attached.

The Stakeholder Committee, while not reaching consensus on the document, recognized the importance of seeking input from a larger group of stakeholders before proceeding with revisions. In addition to asking for your general review and comments, the committee identified the following key questions that they would like you to consider as you review the draft "Formation and Operation of the Area Commissions on Transportation." The questions are laid out by sections in the draft document that best fit the issue. The questions are also inside the draft under the appropriate section to assist in your review.

### **Section II. Roles and Responsibilities**

1. Is the document consistent in its expectation on how ACTs are to consider all modes and aspects of the transportation system? (See Attachment A, Glossary of Terms)
2. Should the OTC seek transportation policy recommendations from ACTs in addition to STIP project selection recommendations?

### **Section IV. Act Structure and Membership**

#### **B. Membership**

3. Are the standards governing ACT membership and voting workable and appropriate?
  - Which non-governmental stakeholders should ACTs be required to have as voting members.
  - Which non-governmental stakeholders should ACTs be encouraged to consider as voting members?
  - Should there be a technical advisory committee to ACTs? If so, who should be involved?

### **Section V. Operations of the Act**

#### **B. Responsibilities of ODOT to Acts**

4. What are the advantages/disadvantages of ODOT voting as an ACT member?
5. What are the appropriate ODOT staff responsibilities/obligations to the ACT?

**Section VI. Basis for Decisionmaking**

6. Should the OTC seek transportation policy recommendations from ACTs in addition to STIP project selection recommendations? (Repeat of question 2, above.)
7. How can the ACTs achieve statewide perspective and why is statewide perspective important to apply to the ACT recommendations?
8. What level of involvement should the ACTs have regarding bridge, and preservation projects?

**Section VII. Coordination**

**A. Oregon Transportation Commission**

9. Is sufficient communication between the ACTs and the OTC taking place?

**G. MPOs**

10. What should be the form of coordination between the MPOs and ACTs? Is the draft document clear?

The Stakeholder Committee plans to meet again on March 6, 2003 to complete a recommendation to the OTC regarding the "Formation and Operation of the ACTs." Comments are due by January 31, 2003, which allows time for staff to compile the comments for the committee members prior to the March meeting. The Commission will take action after the Stakeholder Committee has completed their work.

If you have any questions about the draft document, or if you would like a Planning Section staff member to attend one of your local meetings, please contact Jerri Bohard at (503) 986-4165 or Linda Willnow at (503) 986-4168.

## FORMATION AND OPERATION OF AREA COMMISSIONS ON TRANSPORTATION (ACTS)

### INTRODUCTION<sup>1</sup>

The Oregon Transportation Commission (OTC) established the Area Commissions on Transportation (ACTs) to improve communication and interaction between the OTC and local stakeholders who share a transportation focused community of interest. That dialogue will include the OTC, local officials, legislators, the business community and appropriate stakeholders and the Oregon Department of Transportation (ODOT).

By increasing stakeholder commitment and understanding of transportation programs, funding and issues, the department expects to:

- Broaden opportunities for advising the OTC on policy issues
- Improve project selection decisions and coordination at the local level
- Broaden the regional transportation perspective
- Increase stakeholder support for and commitment to projects
- Control project costs
- Support timely completion of projects
- Meet expectations for quality projects
- Facilitate private sector capital investments

The OTC adopted *Formation and Operation of Area Commissions on Transportation*<sup>2</sup> to provide answers to common questions about the purpose, formation and function of area commissions and to encourage a reasonable degree of consistency statewide in their role and operation.<sup>3</sup> The document is intended to provide statewide consistency for the ACTS while balancing local needs for flexibility and uniqueness. Each ACT will adopt Operating Agreements to further define its operating procedures. Areas addressed include the following:

- I. Mission
- II. Roles and Responsibilities
- III. Authority
- IV. ACT Structure and Membership
- V. Operations of the ACT
- VI. Basis for Decision Making
- VII. Coordination

As the need arises, the OTC may review this document and update as appropriate.

---

<sup>1</sup> This draft of the *Formation and Operation of Area Commissions on Transportation (ACTs)* includes italicized questions from a memo to Interested Stakeholders from Stuart Foster, OTC Commissioner, dated November 8, 2002.

<sup>2</sup> This statement assumes future adoption of this document by the OTC

<sup>3</sup> See Attachment B for a list of key questions to be addressed in a proposal for formation of an ACT.

***---DRAFT ---***

The OTC will give significant weight to recommendations from the ACTs that follow the procedures described in this document. Geographic areas that do not have an ACT or MPO must adhere to the same standards of accountability as ACTs and demonstrate to the OTC that recommendations were developed in accordance with ACT obligations.

In order to clarify the document, a glossary was prepared which defines the terms regional, transportation system and a series of verbs used throughout the document. The verbs convey varying levels of action or responsibility and include the following: must, shall, will, should, and may. See Attachment A, Glossary of Terms, for further definition and usage examples.



## I. MISSION

The mission of the ACTs is to provide a forum for the discussion and coordination of current and future transportation issues and to make recommendations to the OTC. An ACT plays a key advisory role in the development of the Statewide Transportation Improvement Program (STIP). The ACTs shall recommend priorities for state transportation infrastructure and capital investments based on state and local transportation plans related to the Area.

## II. ROLES AND RESPONSIBILITIES

### *Questions Related to this Section:*

1. *Is the document consistent in its expectation on how ACTs are to consider all modes and aspects of the transportation system? (See Attachment A, Glossary of Terms)*
2. *Should the OTC seek transportation policy recommendations from ACTs in addition to STIP project selection recommendations?*

ACTs have a primary role of making recommendations to the OTC regarding project selection for projects of Area or regional significance. ACTs may also be requested to provide input to the OTC on projects of statewide importance and on statewide policy issues. At a minimum, ACTs shall perform the following:

- Provide a forum to advance the public's awareness and understanding among all transportation stakeholders of transportation issues.
- Establish a public process that is consistent with state and federal policies and rules.
- Provide recommendations to the OTC regarding program funding allocations for the STIP.
- Prioritize Area Modernization project recommendations for the STIP based on state and local transportation plans related to the Area.
- Make recommendations to ODOT regarding special funding opportunities and programs.
- Communicate and coordinate regional priorities with other organizations, including the following:
  - Other ODOT Regions and ACTs
  - Metropolitan Planning Organizations (MPOs)
  - Community Solutions Teams (CSTs)
  - Regional Partnerships and Regional Investment Boards
  - ODOT advisory committees
- In deliberations, consider the transportation system. (See glossary for definition, page13.)
- Advise the OTC on state and regional policies affecting the Area's transportation system.

## **---DRAFT ---**

- Provide documentation to the OTC of the public process and resulting recommendations forwarded by the ACT including alternatives for solutions and outcomes of decisions.
- Provide a report to the Oregon Transportation Commission at least once every two years.

In addition to the above, ACTs may choose to provide advice on activities such as:

- ODOT corridor plans or local transportation system plans (TSPs) that contain projects of regional significance (for example, a new highway bypass).
- Projects for other STIP funding programs including Preservation, Safety, Bridge, Operations, Public Transportation, Bicycle/Pedestrian, Federal Lands Highways, and Fish Culverts.
- Proposed ODOT policies & their implementation (e.g., bypass policy, expressway designations, project selection criteria, etc.)
- Input into prioritization of long-range planning projects (especially refinement plans) in the ODOT regional planning work programs.
- Establishment and monitoring of benchmarks for regional transportation improvements.
- Other transportation related policy or funding issues relevant to a particular ACT that would benefit from the coordinated committee discussion afforded by the ACT structure.

### **III. AUTHORITY**

The Area Commissions on Transportation are advisory bodies chartered under authority of the Oregon Transportation Commission. The OTC may charter an ACT when it demonstrates, and as long as it maintains, a structure consistent with the requirements contained in this document. The OTC retains oversight and final decision-making authority to assure efficient management of the state transportation system. ACTs will apply a statewide perspective to address the transportation system (glossary, page 13) with primary focus on the state transportation system. ACTs may also consider regional and local transportation issues. Multi-ACT collaboration may be requested to facilitate broader consideration of regional issues. The needs of urban and rural areas may be different and discussions may include ACT representatives from more than one ODOT Region to help focus discussions on corridor or system needs.

An ACT is a voluntary association of government and non-government transportation stakeholders and has no legal regulatory authority. The ACT process and resulting recommendations shall comply with relevant laws, regulations and policies.

## IV. ACT STRUCTURE AND MEMBERSHIP

### A. Geographic Coverage

Because the ACTs (and, where applicable, the MPOs) are primary advisors to the OTC with regard to transportation policies and programs which effect them, the OTC strongly encourages coverage of the State with respect to ACT or MPO representation.

The OTC recognizes that there is strength in member familiarity with regional issues, and thus, expects that an ACT will encompass an area that geographically represents all its interests. The rationale for ACT boundaries should be consistent with a “geographical community of interest” regarding the state transportation system and coordinated with existing regional inter-governmental relationships. Shared interest might include a similarity of population, economy, land use, infrastructure needs, contiguous boundaries, commute shed, political and programmatic interests, and collaborative opportunities. Geographical boundaries of an ACT or MPO may change over time and if this occurs, an amendment to the boundaries will be negotiated and agreed upon by the affected parties, and a formal request for change will be submitted in writing to the OTC for approval. Each ACT will develop an Operating Agreement and this agreement will articulate the rationale for their specific boundaries.

### B. Membership

#### *Questions Related to this Section:*

3. *Are the standards governing ACT membership and voting workable and appropriate?*
  - *Which non-governmental stakeholders should ACTs be required to have as voting members.*
  - *Which non-governmental stakeholders should ACTs be encouraged to consider as voting members?*
  - *Should there be a technical advisory committee to ACTs? If so, who should be involved?*

An ACT will have a voting membership which is reflective of its population and interest groups and be broadly representative of those impacted by ACT recommendations. At a minimum, ACT representation will include at least 50% elected officials from the area. Representation shall include City, County, and MPO officials within the ACT boundaries. Tribal Governments, and elected Transit and Port officials shall also be invited to participate as voting members. The remainder of the representation shall be from interested stakeholders which may represent, but are not limited to: freight, bicycle, pedestrian, public transportation, public interest advocacy groups, environmental, land use, local citizens, business, non-profit organizations, etc. ODOT is a voting member of an ACT. Members should be carefully selected so that transportation recommendations are coordinated with other local and regional community development activities, creating consensus within the area on transportation issues and priorities.

**---DRAFT ---**

In addition to the voting membership, each ACT will include appropriate ex officio, non-voting members such as the Oregon Transportation Commissioners, legislators, members of the Community Solutions Team, representatives from pertinent governmental agencies such as US Forest Service, BLM, Fish and Wildlife, Department of Environmental Quality, Department of Land Conservation and Development, Department of Aviation, local Congressional aides, representatives of each city and county road district or department, and other representatives of regional groups that have an interest in transportation issues such as housing advocates, Regional Partnerships and Regional Investment Boards, law enforcement agencies, etc. The ACT will give equal consideration to non-voting member comments and recommendations.

The ACT should encourage participation of adjacent ACTs and consider inviting representatives as ex-officio, non-voting members. Adjoining ACTs should be included on all mailing lists and be invited to attend all ACT meetings.

As an ACT experiences membership turnover, it should review representation to ensure continued balance of all groups the committee represents. When providing reports to the OTC, ACTS will be asked to describe how they have met the membership guidance.

## **V. OPERATIONS OF THE ACT**

### **A. ACT Operating Agreements**

ACT operating agreements must clarify the roles and processes between members, agencies, ODOT and the OTC. They are intended to specify how members will be selected and define membership beyond that required in this document. Operating agreements shall provide for a wide solicitation for non-elected membership, and specify the solicitation process used. In addition, Operating Agreements shall specify when, where and how meetings will be conducted, officers and terms of office, whether or not alternates will be allowed, the public involvement processes which the ACT will use, number of members required to constitute a quorum, decision making process (for example, consensus or majority vote), steering committee authority and whether Technical Advisory Committees will be used and how they will be constituted. The Operating Agreements shall clarify that ACTs are advisory bodies that make recommendations to the Oregon Transportation Commission.

### **B. Responsibilities of ODOT to ACTs**

***Questions Related to this Section:***

- 4. What are the advantages/disadvantages of ODOT voting as an ACT member?*
- 5. What are the appropriate ODOT staff responsibilities/obligations to the ACT?*

ODOT shall assign a senior manager with good communication skills as its representative to the ACT. The role of the ODOT representative shall include but not be limited to the following:

**---DRAFT ---**

- Serve as a communication liaison between the ACT, ODOT Region, and ODOT Director's Office.
- Coordinate timely preparation of agenda items for action by the ACT.
- Provide technical and policy information in a timely manner to assist the ACT in carrying out its roles and responsibilities.
- Provide information on project status.
- Coordinate presentations and education regarding state and federal programs and priorities.
- Advise the ACT of ODOT views during program and project discussions.
- Staff support as agreed upon (see Section V. C).
- Advise on specialized programs such as transportation safety, bicycle and pedestrian, passenger rail and freight, public transportation, scenic byways, motor carriers and local government relationships.
- The ODOT senior manager is a voting member of an ACT.

**C. Staffing and Financial Support**

An ACT must be staffed either by ODOT or an organization with which ODOT could contract administrative services. The ACT and ODOT will jointly agree on how the ACT will be staffed. ODOT will provide planning staff assistance to the ACT and financial support for administration of the area commission in an amount sufficient to meet OTC expectations.

**D. Public Involvement**

The Public Involvement section of this document provides a higher level of specificity than other portions of the document. The goal is to achieve statewide consistency through an open, understandable process that meets state and federal public involvement policies, while continuing to recognize the regional differences in project priorities. The minimum and preferred public involvement/information standards are shown in Attachment C for many of the ACT procedures and operations. In its biennial report to the OTC, the ACT will need to describe how it meets the minimum standards.

The ACT public involvement process shall seek out and consider the needs of those traditionally underserved by existing transportation systems, such as low income and minority households. Title VI is a part of the Civil Rights Act of 1964.<sup>4</sup> It ensures that no one is excluded from participation in, denied the benefits of, or subjected to discrimination under any program or activity receiving federal financial assistance on the basis of race, color, national origin, age, sex, disability or religion. In 1994, President Clinton issued the Executive Order on Environmental Justice which requires identification of high and adverse human health or environmental effects of programs, policies and activities on minority and low-income populations. Environmental Justice is achieved within the framework of existing laws, especially Title VI. The ACTs must follow all relevant federal requirements for public involvement, including Title VI and Environmental Justice requirements, and all applicable ODOT policies.

---

<sup>4</sup> For more information regarding Title VI and the Civil Rights Act of 1964, contact ODOT Civil Rights at (503) 986-4350 or on the Web at <http://www.odot.state.or.us/civilrights>.

**---DRAFT ---**

For ACTs to fulfill their advisory role in prioritizing transportation problems and solutions and recommending projects, the ACTs need to involve the public and stakeholders in their decision-making processes. As the ACTs consider local, regional and statewide transportation issues, it is important that they use the appropriate level of public involvement and/or public information. To comply with federal Environmental Justice requirements, the public involvement process needs to identify a strategy for engaging minority and low income populations in transportation decision-making. Meeting materials and facilities shall be accessible to those with disabilities pursuant to ADA standards.

The responsibility for developing agendas, distributing materials, taking minutes, website maintenance and other duties related to ACT public involvement shall be covered in the joint agreement identified in Section V. C, Staffing and Financial Support.

## **VI. BASIS FOR DECISION MAKING**

***Questions Related to this Section:***

6. *Should the OTC seek transportation policy recommendations from ACTs in addition to STIP project selection recommendations? (Repeat of question 2, above.)*
7. *How can the ACTs achieve statewide perspective and why is statewide perspective important to apply to the ACT recommendations?*
8. *What level of involvement should the ACTs have regarding bridge, and preservation projects?*

The ACT shall function as an advisory body to the OTC. The ACT process and resulting recommendations shall comply with relevant laws, regulations and policies. When ACTs are considering recommendations relative to the STIP, their recommendations must comply with the policies and standards adopted by the OTC. When ACTs are providing recommendations on policy, they have greater latitude in formulating their response.

Recommendations shall be based on state, local and federal adopted transportation plans, policies and procedures including, but not limited to:

- Oregon Transportation Plan and supporting mode plans (e.g., Oregon Highway Plan and Oregon Public Transportation Plan)
- Oregon Public Meetings Law, ORS 192.610 to 192.690 (See State of Oregon, Department of Justice, *Attorney General's Public Records and Meetings Manual*)
- State corridor and facility plans
- Transportation Planning Rule, OAR 660-012
- Transportation system plans
- MPO Regional Transportation Plans
- Federal transportation planning regulations
- Local government plans, regulations, and ordinances

**---DRAFT ---**

- Project selection criteria and prioritization factors approved by the OTC, including Oregon Transportation Management System data
- State Agency Coordination Program, OAR 731-15
- Additional criteria established by the OTC

ACTs may use additional criteria to select and rank projects provided the criteria do not conflict with any criteria established by the OTC. If an ACT chooses to use additional criteria, they must inform those developing project proposals about the criteria. ACTs shall apply regional and statewide perspectives to their considerations, refining recommendations after consultation with any adjacent metropolitan planning organization.

Recommendations to the OTC shall be documented and forwarded to the OTC with the factors used to develop the recommendation, including any additional criteria used by the ACT in forming its recommendation. Documentation developed by a member whose recommendations were not incorporated into the final ACT recommendations will be forwarded to the OTC with other materials documenting ACT recommendations. Recommendations to the OTC will be made in accordance with the approved STIP Development Timeline (on the web at: <http://www.odot.state.or.us/stip/>).

The OTC will provide feedback to the ACTs regarding decisions that were made based on the ACT recommendations.

ODOT has established special committees and processes to apply Oregon Transportation Management System information for the identification, prioritization and development of bridge replacement/rehabilitation and pavement preservation projects. The role of the ACT in regard to these projects shall be to review the recommended lists of projects and to provide information to ODOT regarding any special circumstances within the area that may apply to the prioritized list.

Federal regulations require MPOs to select transportation projects within the MPO boundaries from a limited pool of projects identified in the financially constrained regional plan. ACTs may draw from a larger pool of projects found in local transportation system plans, which are not necessarily financially constrained.

## **VII. COORDINATION**

Because of the fundamental importance placed on recommendations by the ACTs, coordination shall be a primary obligation and ACTs are expected to meet a high standard in this area. To ensure that recommendations have been reviewed for local, regional and statewide issues and perspectives, ACTs need to communicate with others that may have knowledge or interest in the area. Working with a broad representation of stakeholder groups should also help provide a balance between local/regional priorities and statewide priorities. ACT coordination should include, but not be limited to the following groups:

- Oregon Transportation Commission
- Other ACTs within and across ODOT Regions

- ODOT Advisory Committees
- Community Solutions Teams
- Regional Partnerships and Regional Investment Boards
- Tribal Governments
- MPOs
- Local Governments and Port Districts
- Stakeholder groups (e.g., environmental, business)

It is recommended that the ACT develop a diagram or flowchart showing the numerous relationships within the ACT. The diagram should be available at each meeting of the ACT.

#### **A. Oregon Transportation Commission**

***Questions Related to this Section:***

9. *Is sufficient communication between the ACTs and the OTC taking place?*

ACTs will provide a report to the OTC at least once every two years. The report will provide an opportunity for the Commission to review the ACT charter, operating agreements and proposed work program. If modifications are required to comply with new or updated OTC direction (e.g., revising processes to conform to the revised “Formation and Operation of Area Commissions on Transportation (ACT)”), changes will be incorporated at that time. An ACT or the OTC may initiate additional communication on an as-needed basis.

ACTs will forward their recommendations and supporting information to the OTC for consideration.

An OTC liaison is assigned to each ACT.

#### **B. ACTs Within and Across ODOT Regions**

ACTs will coordinate with other ACTs, as needed for recommendations to the OTC that may have a regional impact (e.g., priorities along a specific highway corridor). To facilitate regular communications, adjacent ACTs should be included on the ACT mailing lists and invited to all ACT meetings. Meeting agendas and minutes should be provided to adjacent ACTs. The ACT should consider adjacent ACT representatives for inclusion as ex-officio members.

#### **C. ODOT Advisory Committees**

ACTs are encouraged to keep ODOT’s specialized standing committees (e.g., rail, freight, public transportation, bicycle, scenic byways) informed and to seek their comment on major policies and programs under consideration. Representatives should be included on the ACT mailing lists and invited to all ACT meetings. The committees have a mutual obligation to provide information to the ACTs regarding processes, technical data, and recommendations specific to the program area.



#### **D. Community Solutions Teams**

Since 1995, five state agency directors, serving as the Governor's Community Solutions Team (CST), have been actively engaged in developing an integrated and collaborative approach to community development. The standing agencies of the CST include:

- Oregon Department of Transportation (ODOT)
- Oregon Housing and Community Services (OHCS)
- Oregon Economic and Community Development Department (OECDD)
- Department of Land Conservation and Development (DLCD)
- Department of Environmental Quality (DEQ).

Representatives of Community Solutions Teams should be included on the ACT mailing lists and invited to all ACT meetings.

#### **E. Regional Partnerships and Regional Investment Boards**

Regional Partnerships and Regional Investment Boards are composed of local partners in two or more counties and the cities, ports, and tribes within those counties who agree to work together to provide a forum for coordination of economic and community development planning and investments so that strategies and processes for economic and community development are leveraged to the greatest extent possible to meet agreed upon priority issues, challenges and goals.

Representatives of Regional Partnerships or Regional Investment Boards should be included on the ACT mailing lists and invited to all ACT meetings. ACTs are encouraged to either be one and the same with a Regional Partnership or be organized to work effectively with and contribute to the work of a Regional Partnership.

#### **F. Tribal Governments**

OTC recognizes that Tribal Governments represent sovereign nations. ACT recommendations need to consider the needs of the Tribal Governments, as well as coordination with projects being developed by the Tribal Governments. To provide this coordination and understanding, a tribal representative shall be invited as a voting member of the ACT, as applicable.

#### **G. MPOs**

##### ***Questions Related to this Section:***

*10. What should be the form of coordination between the MPOs and ACTs? Is the draft document clear?*

MPOs develop a Transportation Improvement Program (TIP) that approves all projects that are regionally significant or that include federal funds, by year and by phase within the MPO planning areas. ACTs are encouraged to cooperate with MPOs to assure better understanding and coordination of projects inside and outside the MPO boundaries and to improve the decision-making process. An MPO representative shall be included on the ACT if within the same geographic area as an ACT.

#### **H. Local Governments and Port Districts**

Transportation recommendations need to be coordinated with other local and regional community development activities. ACT representation shall include elected and port officials from the area. ACT representatives of these groups are responsible for providing regular updates to their respective organizations on actions and recommendations being considered by the ACTs.

#### **I. Stakeholder Groups**

While it may be impractical to include representatives from every stakeholder group on the ACT, the ACT needs to make a concerted effort to hear the concerns and recommendations of stakeholders prior to making decisions regarding recommendations to the OTC. The ACT will provide easy access to technical materials and supporting documentation considered by the ACT during its decision-making process and shall consider and respond to public input received during the planning and program development process. (See Section V, Subsection D., “Public Involvement”).

## ATTACHMENT A Glossary of Terms

**Regional**—Describes Oregon Department of Transportation geographic regions. Regional includes considerations of other communities, regional movements and patterns of transportation that can be areas outside the state.

**Transportation System**—The transportation system includes the following modes and aspects:

- Air, marine, rail (freight and passenger)
- Highway (trucks, buses, cars)
- Transit
- Bike/Pedestrian

To consider all modes and aspects of the transportation system in decision making, ACTs would take into account the provision of elements and connections between air, marine, rail, highway, transit bike and pedestrian facilities.

### Verbs:

**Obligation**—This category of terms shows the ACTs' responsibility to ensure the outcome to the OTC. The terms that fall within this category include:

- Must
- Shall
- Will

**Encouraged**—This category of terms provides the ACTs some flexibility with their responsibilities to the OTC. The terms that fall within this category include:

- Should

**Permitted**—This is the most flexible category of terms. It allows the ACTs to decide whether or not to engage in evaluation of the particular situation. Terms that fall within this category include:

- May

**ATTACHMENT B  
How An Act Is Established**

Local elected officials and staff work together with the ODOT region manager and the OTC member representing the area to develop a proposal for the formation of an Area Commission on Transportation (ACT). The proposal should address the key questions listed below. The proposal is circulated among local jurisdictions for comment, revision and eventually expressions of support. The State Community Solutions Team reviews the proposal for coordination with the Regional Partnership Initiative. The Oregon Transportation Commission reviews the proposal. Once the Commission accepts the proposal, it adopts a resolution providing a provisional charter for the Area Commission on Transportation. The ACT selects its members and begins to function as an official advisory body to the Oregon Transportation Commission.

**Key Questions to be addressed in an ACT Proposal**

The Oregon Transportation Commission expects that for an ACT to be effective it will represent the political environment of the area. Therefore, each ACT may look and function somewhat differently than another. However, each proposal for an ACT should address at least the following questions:

1. What is the rationale for the geographic boundaries of the proposed ACT?
2. What are the proposed voting and ex-officio membership categories and how do they ensure coordination with existing regional public agencies?
3. Is the membership broadly representative of local elected officials and inclusive of other key stakeholders and interests (see Section IV, Subsection B., "Membership")? If key representation is not included, explain the justification.
4. How would the ACT coordinate with adjacent ACTs and involve state legislators?
5. If in the future the counties in the area choose to become a "Regional Partnership" within the Oregon Community Development Initiative, how would the ACT function in relationship to the Regional Partnership?
6. What is the proposed work program of the ACT?
7. How will the ACT meet the minimum public involvement standards as shown in Attachment C of this document?
8. Who would help guide the work program and agendas of the ACT? Indicate the general operational structure.
9. How would the ACT secure technical assistance on transportation issues?

**---DRAFT ---**

10. Who would provide support staff to the ACT?

ATTACHMENT C  
Public Involvement

**1. Meeting Notification**--Timely notice of ACT meetings allows for broader participation by the general public and stakeholder groups.

The *minimum standard* for meeting notification is one (1) week for all ACT or ACT sponsored meetings where decisions will be made. Notification should be made through the local media sources (newspaper, radio and TV) and by sending meeting notices to those on the ACT mailing list. As appropriate to the area, provide public meeting notices in languages other than English.<sup>5</sup> In addition to the normal notification procedures, the minimum standard of notification when the ACT is conducting or sponsoring a special meeting (e.g. STIP or OTIA meetings), requires paid advertising in the ACT area. The ACTs must develop a mailing list of special interest groups in the ACT area.

The *preferred standard* for ACT meeting notification includes posting notices at local public institutions (city hall, libraries, community centers, etc.) and email updates to interested parties. Posting meeting notices on the ACT website, along with links to meeting agendas and past meeting minutes, is also preferred. The ACT website also needs to be updated with information relevant to any special meeting including the meeting agenda and technical materials/supporting documentation.

**2. Meeting Schedule**--A regular meeting schedule increases the opportunities for public and stakeholder involvement through its predictability.

If regularly scheduled meetings are not possible, the *minimum* standard is to provide extra public notification for each meeting by following the preferred method of meeting notification.

The *preferred* standard is to hold regularly scheduled ACT meetings (e.g., meeting at 1:00 p.m. on the last Thursday of each month).

**3. Meeting Location**--ACT meetings should be held in locations that are easily accessible by the general public, and contain adequate seating and facilities to encourage their attendance.

When selecting a location for the ACT meeting, the *minimum* standard is an Americans with Disabilities Act (ADA) accessible location. In establishing outreach activities for specific projects or topics, consider locations that would be frequented by that community (e.g., social service organizations, schools).

---

<sup>5</sup> A Governor's task force is currently working on methodology for meeting the federal requirements for Limited English Proficiency. Public involvement at the ACTs will need to comply with the guidance developed.

The *preferred* standard would be a location that is easily accessible by public transportation.

**4. Meeting Materials**--For the public and stakeholders to truly participate, to give informed input in the decision-making process, they need access to technical materials and supporting documentation. Purely informational materials may be provided at the meeting.

The *minimum* standard for decision items is to distribute information to everyone in attendance at the ACT meeting. As appropriate to the area, provide meeting materials in languages other than English.

The *preferred* standard for decision items is to provide technical materials and supporting documentation one week prior to the ACT meeting. These materials can be distributed through the ACT website and/or through the mail.

**5. Agenda**--When preparing the ACT meeting agenda, consideration needs to be given to the public and stakeholder groups that are interested in providing input or comments.

The *minimum* standard is to provide a time on each agenda for general public comment. The public shall be provided opportunities to speak to the merits of proposals before the ACT and to forward their own proposals. Public comment may be taken at any time during the ACT meeting.

The *preferred* standard is to provide an advance agenda one week prior to the ACT meeting, either on the ACT website and/or through the mail. For action items, consider posting an electronic mailing address and encouraging public comment through this medium. Copies of all correspondence received prior to the meeting should be available for ACT members and the public at the meeting.

**6. Meeting Minutes**--Minutes shall be prepared for all ACT meetings, with decision items documented.

After each ACT meeting the *minimum* standard is to prepare and distribute the minutes one (1) week prior to the next ACT meeting. The previous meeting's minutes should also be available at the next meeting. As appropriate to the area, provide meeting minutes in languages other than English.

The *preferred* standard is to post minutes from the meeting on the ACT website.

**The ACT public involvement process shall demonstrate explicit consideration and response to public input during the planning and program development process.**

# **Bi-State Transportation Committee Resolution 11-02-02 For the Purpose of Supporting the Continuation of the Southbound I-5 HOV Pilot Project**

## **BACKGROUND**

The October 29, 2001 opening of the I-5 southbound, peak period High Occupancy Vehicle Lane resulted from a series of policy decisions by the RTC Board over the previous two and one-half years. The Clark County HOV System Study was completed in December of 1998, the I-5 HOV Operational Study that called for the specific project was adopted in June of 2000, and the Metropolitan Transportation Improvement Program amendment that provided the funding was adopted in July of 2001. The RTC policy action requested that Washington State Department of Transportation implement the I-5 HOV Project. This action had also been supported by resolutions from the Bi-State Transportation Committee, Metro's Joint Policy Advisory Committee on Transportation, and the Washington State Transportation Commission.

The recommended HOV project was designed as a bi-state project to extend from 134<sup>th</sup> Street in Vancouver to Lombard Street in Portland. The completion of the I-5 widening from Main Street to 99<sup>th</sup> Street in combination with the current two-lane bottleneck at Delta Park resulted in implementing what is now known as the southbound HOV pilot project from 99<sup>th</sup> Street to Mill Plain Boulevard. The policy goals of the HOV project were to: 1) help manage traffic congestion, 2) make more efficient use of existing facilities by carrying more people in the HOV lane than the general purpose lanes, 3) encourage more carpools, vanpools and transit ridership, and 4) provide travel time savings and better travel time reliability for HOV users.

The operation of the HOV lane has been monitored via eight performance goals. Data has been collected before opening of the HOV lane and four additional times during the course of the pilot period. This transportation system performance data was intended to assist the RTC Board in its evaluation of the pilot project. To date, the HOV project has met six of the eight goals. The project is not meeting the goal to move more people in the HOV lane than in the general-purpose lane and is also not meeting the public opinion goal. The eight goals for evaluating the performance of the project are listed below.

1. Move more people per lane in the HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes.
2. Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.
3. Minimize impacts to other traffic in the corridor and on parallel facilities.
4. Increase the use of carpools, vanpools, and transit.
5. Maintain safety by not increasing the accident and incident rate in the corridor during HOV lane operating periods.



6. Maintain the HOV lane's effectiveness with appropriate enforcement.
7. Maintain or improve travel time reliability for carpools, vanpools, and transit.
8. Maintain or improve public opinion as to the effectiveness of HOV lanes.

## RESOLUTION

WHEREAS, Metro and the Southwest Washington Regional Transportation Council (RTC) entered into an Intergovernmental Agreement to establish the Bi-State Transportation Committee; and

WHEREAS, the Bi-State Transportation Committee shall review all transportation issues of bi-state significance; and

WHEREAS, Metro's Joint Policy Advisory Committee on Transportation (JPACT) and RTC shall take no action on an issue of major bi-state significance without first referring the issue to the Bi-State Transportation Committee for their consideration and recommendation; and

WHEREAS, The I-5 Southbound HOV Pilot Project from 99<sup>th</sup> Street to the Interstate Bridge, which opened on October 29, 2001, was implemented to: help manage traffic congestion; make more efficient use of existing facilities; encourage carpools, vanpools and transit; and provide travel time savings and better travel time reliability for HOV users; and

WHEREAS, Evaluation data for the I-5 HOV Pilot Project indicates that the Pilot Project is meeting six of eight project goals, that the I-5 corridor is carrying more people in fewer vehicles, and that there has been an increase in carpools, vanpools, and transit ridership in the I-5 corridor; and

WHEREAS, Retaining the HOV lane would benefit longer-term policy initiatives in the I-5 corridor including: efficient management of the corridor for moving people while plans and designs are being developed to add future capacity, maintaining effective transit operations and market share in the corridor, and support the future interface of commuter transit service with the Interstate MAX line currently under construction in north Portland; and

WHEREAS, Removing the HOV lane at this time may hinder the future ability to implement TDM strategies, carpooling/vanpooling, and HOV strategies in the corridor; now therefore,

BE IT RESOLVED,

1. That members of the Bi-State Transportation Committee, because of the beneficial impacts to the transportation system, encourage the RTC Board of Directors to recommend the continued operation of the I-5 Southbound HOV Pilot Project.
2. That effort be continued to utilize the HOV lane to support additional transit service and expansion of park and ride capacity in the corridor.
3. That a southbound HOV lane in Oregon south of the Interstate Bridge to the vicinity of Lombard should continue to be investigated as a part of the Environmental Assessment for the I-5 Delta Park to Lombard project.
4. That a permanent northbound HOV lane in Oregon continue to be pursued.

ADOPTED by the Bi-State Transportation Committee this \_\_\_\_\_ day of \_\_\_\_\_ 2002.

---

Craig Pridemore, Chair Bi-State Transportation  
Committee, Clark County Commissioner

# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

## SUMMARY

12/13/02

---

### VANCOUVER HOV LANE GOALS

The goals of the Vancouver HOV Lane Pilot Project are:

**Move more people per lane in the Vancouver HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes.**

**Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.**

**Minimize impacts to other traffic in the corridor and on parallel facilities.**

**Increase the use of carpools, vanpools, and transit.**

**Maintain safety** by not increasing the accident and incident rate in the corridor during HOV lane operating periods.

**Maintain the HOV lane's effectiveness with appropriate enforcement.**

**Maintain or improve travel time reliability for carpools, vanpools, and transit.**

**Maintain or improve public opinion as to the effectiveness of HOV lanes.**

### KEY FINDINGS AND CONCLUSIONS TO DATE

- Of the eight HOV goals, the Vancouver HOV pilot project is meeting six goals. The pilot project is meeting Goals 2, 3, 4, 5, 6, and 7. The pilot project is not meeting goal 1 or goal 8.
- 1. Move more people per lane in the HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes.
  - The Vancouver HOV lane is not currently carrying more people per lane than either of the adjacent lanes. In Evaluation #4 person volumes in the HOV lane are 90% of the adjacent general purpose lane average during the 2-hour peak period. The peak hour HOV person volumes remain at 2/3 of the general purpose lane average.
  - The Vancouver HOV lane has, however, contributed to I-5 carrying more people in fewer vehicles compared to the Baseline.
- 2. Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.
  - Peak period and peak hour travel times for HOV lane users have been reduced since the Baseline reporting period. Average per-person travel times for all users have been reduced during the peak period and peak hour travel periods compared to the Baseline reporting period. There were minor fluctuations in per-person travel times during the November, March, July, and October reporting periods.

# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

## SUMMARY

12/13/02

---

3. Minimize impacts to other traffic in the corridor and on parallel facilities.
  - Compared to the Baseline, the share of traffic on I-205 decreased. The share of traffic on Highway 99, Hazel Dell Avenue, and Lakeshore Drive also decreased. For all evaluations, the share of traffic on Main Street increased compared to the Baseline, but much of the increase is likely attributable to the completion of construction at the Main Street interchange in October 2001, after the Baseline data was collected.
4. Increase the use of carpools, vanpools, and transit.
  - The number of carpools and transit ridership has increased since the Baseline reporting period. Transit ridership increased initially and remained stable from November to July, then increased during the October reporting period.
5. Maintain safety by not increasing the accident and incident rate in the corridor during HOV lane operating periods.
  - The number of on-roadway incidents has fluctuated during each reporting period.
  - The number of off-roadway incidents increased compared to the prior reporting periods. WSDOT recently expanded its Incident Response Program. The increase in off-roadway incidents might reflect a greater percentage of the actual number of incidents being reported rather than an actual increase in the number of incidents.
6. Maintain the HOV lane's effectiveness with appropriate enforcement.
  - The 2-hour period violation rate was 5 percent during the November 2001, March 2002, and October 2002 reporting periods. The violation rate increased 1 percent during the July 2002 reporting period.
  - The peak hour violation rate decreased from 5 percent in November 2001 to 4 percent in March 2002. From March to July, the peak hour violation rate increased to 8 percent. The peak hour violation rate dropped to 5% during the October 2002 period.
  - The national violation rate average is in the 10-15% range. The Portland HOV lane has a violation rate of 10%, which is also within the national guidelines. The Vancouver lane has a violation rate of approximately 5%, which is well within acceptable guidelines.
  - The number of enforcement hours increased compared to the July reporting period. The decrease in the observed violation rate might be partially attributable to the increase in enforcement hours.
7. Maintain or improve travel time reliability for carpools, vanpools, and transit.
  - Travel time savings during the Two-Hour Period for C-TRAN Route 134 have increased compared to the Baseline and November periods.
  - Travel time savings during the Peak Hour for C-TRAN Route 134 have increased compared to the Baseline, March and July reporting periods.

# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

## SUMMARY

12/13/02

---

- The Vancouver HOV lane is maintaining at least 45 mph along its entire length both during peak hours and overall during the two-hour period.
8. Maintain or improve public opinion as to the effectiveness of HOV lanes.
- Three public opinion surveys were conducted through the evaluation period. The Baseline survey was administered in September 2001, the second survey in March 2002, and the third survey in September 2002. . During the September 2002 survey, 43% of the respondents surveyed support permanent lane adoption and 53% oppose the idea. The percentage of respondents supporting permanent adoption of the Vancouver lane decreased 5% compared to the Baseline and March survey results of 48%.
  - During the September 2002 public opinion survey, 39% of the respondents surveyed agree that the Vancouver HOV lane is an excellent or good idea as compared to 58% of respondents in September 2001 and 47% in March 2002. The number of respondents asserting that the HOV lane is a poor idea increased from 27% in the baseline to 47% in the September survey.

# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

## SUMMARY

12/13/02

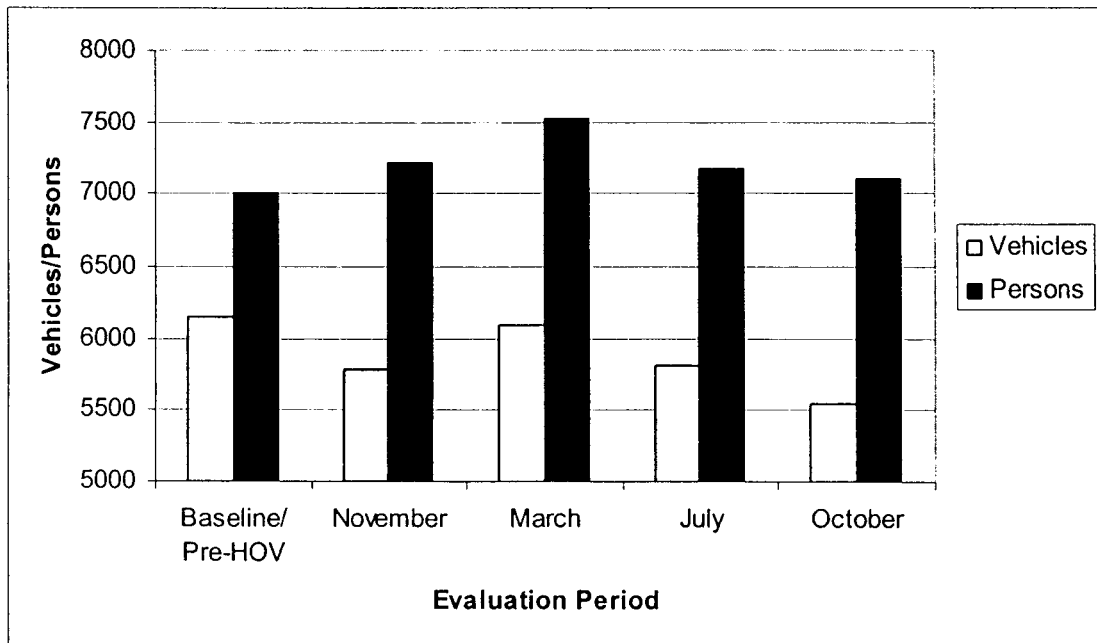
---

### Persons Per Lane

Measure	Baseline (September 2001)	After HOV Opening (November 2001)		After HOV Opening (March 2002)		After HOV Opening (July 2002)		After HOV Opening (October 2002)	
	All Lanes	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane
Two-hour count (6-8 AM)	2,337	1,885	2,668	1,888	2,817	1,854	2,662	2,205	2,447
Peak hour count (6:15-7:15 AM)	1,220	1,016	1,376	1,003	1,489	824	1,407	949	1,438

Measured near 33<sup>rd</sup> Street for the three through traffic lanes.  
GP Lane = General Purpose Lane

### Total Person & Vehicle Trips: 6-8 AM



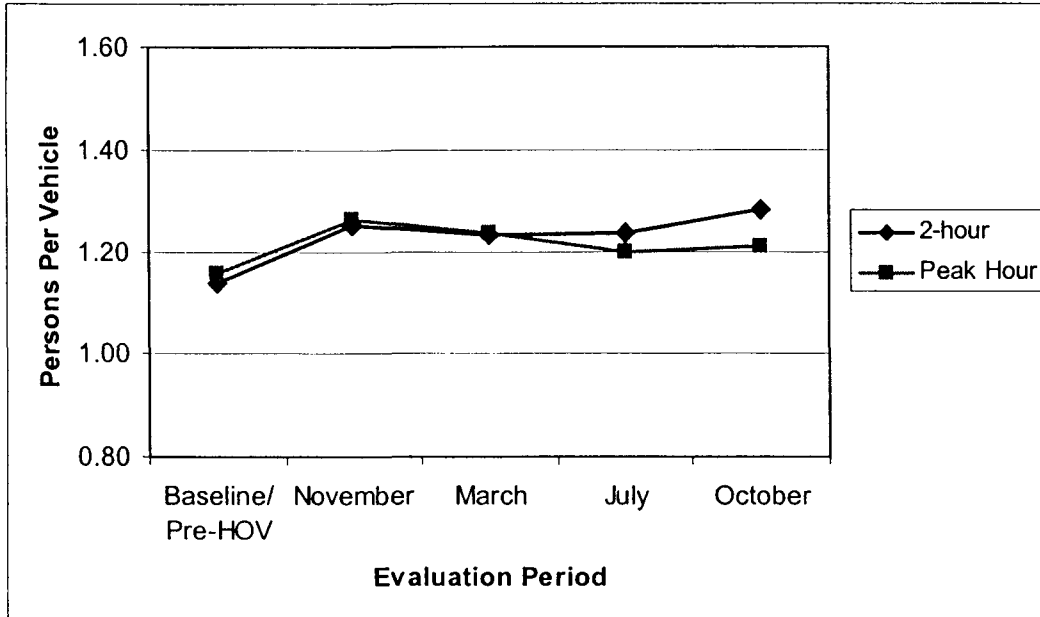
Measured near 33<sup>rd</sup> Street for the three through traffic lanes.

# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

## SUMMARY

12/13/02

### Vehicle Occupancy

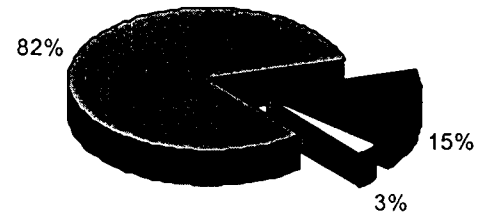
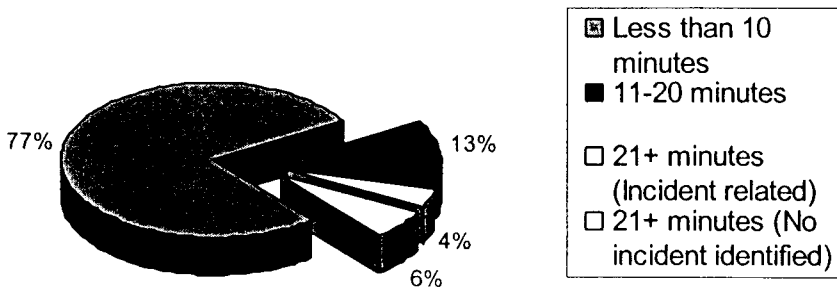


Based on measurements taken near 33<sup>rd</sup> Street.  
 Vehicle occupancy is total persons in all vehicles (including transit) divided by the total number of vehicles.

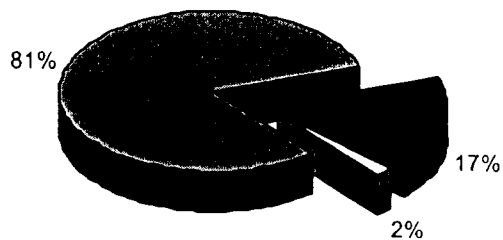
### I-5 General Purpose Lane Travel Times 99<sup>th</sup> Street to Interstate Bridge

12/17/01 - 3/22/02: 191 Trips

3/25/02 - 7/17/02: 142 Trips



7/18/02 - 10/4/02: 63 Trips

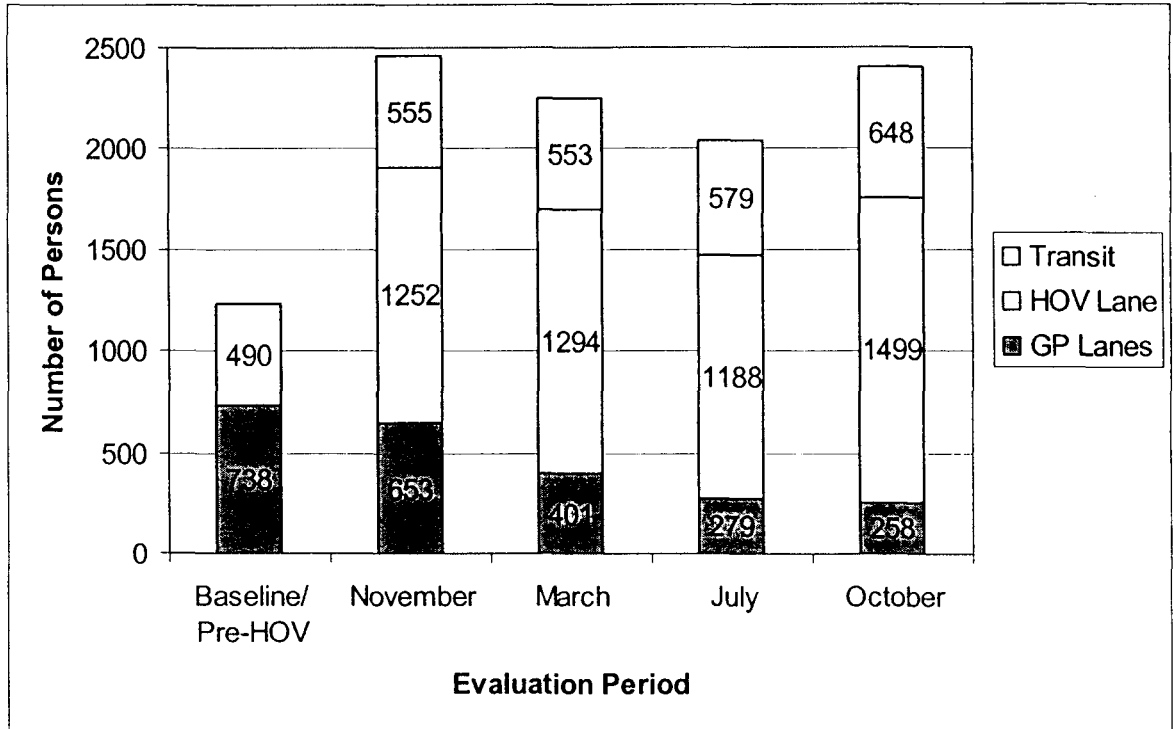


# VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

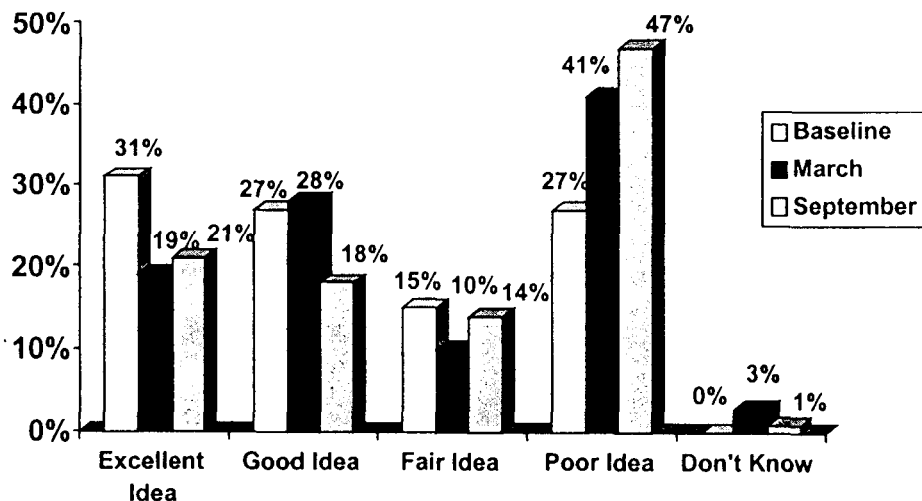
## SUMMARY

12/13/02

**Persons in Carpools, Vanpools,  
and Transit: 6-8 AM**



**Do you think the Vancouver HOV Lane is an...**







# **Washington State Department of Transportation**

## **Vancouver HOV Lane Pilot Project**

### ***Evaluation Report #4***

*Prepared by:*

**Parsons Brinckerhoff Quade and Douglas**

*With:*

**Image Analysis  
David Evans and Associates**

November 2002

# Table of Contents

<b>VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4 KEY FINDINGS AND CONCLUSIONS TO DATE</b> .....	1
<b>PURPOSE</b> .....	3
<b>VANCOUVER HOV LANE GOALS</b> .....	5
<b>EVALUATION (PERFORMANCE) MEASURES</b> .....	5
<b>DATA COLLECTION METHODOLOGY</b> .....	5
<b>HOV LANE GOALS</b> .....	7
Goal 1. Move more people per lane in the Vancouver HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes. ....	7
Goal 2. Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.....	12
Goal 3. Minimize impacts to other traffic in the corridor and on parallel facilities.....	16
Goal 4. Increase the use of carpools, vanpools, and transit.....	18
Goal 5. Maintain safety by not increasing the accident and incident rate in the corridor during HOV lane operating periods.....	20
Goal 6. Maintain the HOV lane's effectiveness with appropriate enforcement. ....	22
Goal 7. Maintain or improve travel time reliability for carpools, vanpools, and transit. ....	25
Goal 8. Maintain or improve public opinion as to the effectiveness of HOV lanes. ....	27

## Appendices

**APPENDIX A**

**APPENDIX B**

## List of Tables

Table 1. Persons Per Lane .....	9
Table 2. Park-and-Ride Usage .....	19
Table 3. Incident Management Call-Outs.....	20
Table 4. HOV Average Travel Speeds Over Two-Hour Period and Peak Hour.....	26

## List of Figures

Figure 1. Vancouver HOV Lane and Count/Monitoring Locations .....	4
Figure 2. Total Person & Vehicle Trips: 6-8 AM.....	7
Figure 3. Person & Vehicle Trips: Peak Hour.....	8
Figure 4. Vehicle Occupancy .....	10
Figure 5. Two-Hour Travel Time Results for HOV and General Purpose Users 99 <sup>th</sup> Street to Interstate Bridge .....	12
Figure 6. Peak Hour Travel Time Results for HOV and General Purpose Users 99 <sup>th</sup> Street to Interstate Bridge .....	13
Figure 7. Travel Time Per Person, All Lanes 99 <sup>th</sup> Street to Interstate Bridge .....	14
Figure 8. I-5 General Purpose Lane Travel Times 99 <sup>th</sup> Street to Interstate Bridge.....	15
Figure 9. Facility Shares of Southbound Traffic .....	16
Figure 10. Traffic Percentages Near 33 <sup>rd</sup> Street .....	17
Figure 11. Persons in Carpools, Vanpools, and Transit: 6-8 AM.....	18
Figure 12. Observed Violation Data: 6-8 AM.....	22
Figure 13. Observed Violation Data: Peak Hour .....	23
Figure 14. Weekly Citations & Enforcement Data .....	24
Figure 15. Daily Citations & Enforcement Data.....	24
Figure 16. C-TRAN Travel Time Results: Salmon Creek Park and Ride to Interstate Bridge.	25

## Glossary

**Auto Occupancy.** The number of persons per non-transit vehicle.

**Vehicle Occupancy.** The number of persons per vehicle, including transit vehicles.

**GP Lane: General Purpose Lane.** A travel lane that is open to all vehicles.

**HOV Lane: High Occupancy Vehicle Lane.** A travel lane limited to vehicles carrying more than one person. The I-5 HOV lanes require a minimum of two persons per vehicle. Some HOV lanes require a minimum of three persons per vehicle.

**Peak Hour.** For this report, the peak hour is defined as the one-hour increment carrying the greatest number of vehicles. The peak hour could also be defined as the one-hour increment carrying the greatest number of persons. The peak hour was 6:15-7:15 AM for the Baseline, November 2001, and March 2002 reporting periods. The peak hour shifted to 6:00-7:00 AM during the July 2002 and October 2002 reporting periods.

**Peak Period/Two-Hour Period.** For this report, the peak period or two-hour period is defined as the two-hour increment during which the HOV lane is operational (6:00 – 8:00 a.m.). The peak period is the period of time (1-3 hours typically) with the greatest number of vehicles or the greatest number of persons.

**Variable Message Sign (VMS).** An electronic sign displaying current travel information. A VMS can display construction status, general traveler information, delays, and safety information.

---

## VANCOUVER HOV PILOT PROJECT EVALUATION REPORT #4

### KEY FINDINGS AND CONCLUSIONS TO DATE

- Of the eight HOV goals, the Vancouver HOV pilot project is meeting six goals. The pilot project is meeting Goals 2, 3, 4, 5, 6, and 7. The pilot project is not meeting goal 1 or goal 8.
1. Move more people per lane in the HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes.
    - The Vancouver HOV lane is not currently carrying more people per lane than either of the adjacent lanes. In Evaluation #4, person volumes in the HOV lane are 90% of the adjacent general purpose lane average during the 2-hour peak period. The peak hour HOV person volumes remain at 2/3 of the general purpose lane average.
    - The Vancouver HOV lane has, however, contributed to I-5 carrying more people in fewer vehicles compared to the Baseline.
  2. Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.
    - Peak period and peak hour travel times for HOV lane users have been reduced since the Baseline reporting period. Average per-person travel times for all users have been reduced during the peak period and peak hour travel periods compared to the Baseline reporting period. There were minor fluctuations in per-person travel times during the November, March, July, and October reporting periods.
  3. Minimize impacts to other traffic in the corridor and on parallel facilities.
    - Compared to the Baseline, the share of traffic on I-205 decreased. The share of traffic on Highway 99, Hazel Dell Avenue, and Lakeshore Drive also decreased. For all evaluations, the share of traffic on Main Street increased compared to the Baseline, but much of the increase is likely attributable to the completion of construction at the Main Street interchange in October 2001, after the Baseline data were collected.
  4. Increase the use of carpools, vanpools, and transit.
    - The number of carpools and transit ridership has increased since the Baseline reporting period. Transit ridership increased initially and remained stable from November to July, then increased during the October reporting period.
  5. Maintain safety by not increasing the accident and incident rate in the corridor during HOV lane operating periods.
    - The number of on-roadway incidents has fluctuated during each reporting period.
    - The number of off-roadway incidents increased compared to the prior reporting periods. WSDOT recently expanded its Incident Response Program. The increase in off-roadway incidents might reflect a greater percentage of the actual number of incidents being reported rather than an actual increase in the number of incidents.
  6. Maintain the HOV lane's effectiveness with appropriate enforcement.

- 
- The 2-hour period violation rate was 5 percent during the November 2001, March 2002, and October 2002 reporting periods. The violation rate increased 1 percent during the July 2002 reporting period.
  - The peak hour violation rate decreased from 5 percent in November 2001 to 4 percent in March 2002. From March to July, the peak hour violation rate increased to 8 percent. The peak hour violation rate dropped to 5% during the October 2002 period.
  - The national violation rate average is in the 10-15% range. The Portland HOV lane has a violation rate of 10%, which is also within the national guidelines. The Vancouver lane has a violation rate of approximately 5%, which is well within acceptable guidelines.
  - The number of enforcement hours increased compared to the July reporting period. The decrease in the observed violation rate might be partially attributable to the increase in enforcement hours.
7. Maintain or improve travel time reliability for carpools, vanpools, and transit.
- Travel time savings during the Two-Hour Period for C-TRAN Route 134 have increased compared to the Baseline and November periods.
  - Travel time savings during the Peak Hour for C-TRAN Route 134 have increased compared to the Baseline, March and July reporting periods.
  - The Vancouver HOV lane is maintaining at least 45 mph along its entire length both during peak hours and overall during the two-hour period.
8. Maintain or improve public opinion as to the effectiveness of HOV lanes.
- Three public opinion surveys were conducted through the evaluation period. The Baseline survey was administered in September 2001, the second survey in March 2002, and the third survey in September 2002. During the September 2002 survey, 43% of the respondents surveyed support permanent lane adoption and 53% oppose the idea. The percentage of respondents supporting permanent adoption of the Vancouver lane decreased 5% compared to the Baseline and March survey results of 48%.
  - During the September 2002 public opinion survey, 39% of the respondents surveyed agree that the Vancouver HOV lane is an excellent or good idea as compared to 58% of respondents in September 2001 and 47% in March 2002. The number of respondents asserting that the HOV lane is a poor idea increased from 27% in the baseline to 47% in the September survey.

# Vancouver HOV Pilot Project Evaluation Report #4

## PURPOSE

This report is the fourth and final in a series of evaluation reports that monitor the effectiveness of the Southbound I-5 High Occupancy Vehicle (HOV) Lane Pilot Project that opened to traffic on October 29, 2001. Data was collected by various agencies both before and after the Vancouver HOV lane was implemented. Information contained in this report will compare the October 2002 information to the baseline information (September 2001) contained in the Baseline Report completed by WSDOT and the consultant team. The report also compares the October 2002 post opening data against the November 2001, March 2002, and July 2002 post opening information.<sup>1</sup> When opened in November, the Vancouver HOV lane hours of operation were 6 to 9 AM. Evaluation Report #1 found Vancouver HOV lane usage to be most heavily concentrated in the first two hours of operation with a drop in usage during the third hour. Based on the usage data, the Vancouver HOV lane hours of operation were reduced by one hour to 6 to 8 AM. The new hours of operation took effect January 14, 2002. The Baseline Report and Evaluation Report #1 were prepared assessing the 6 to 9 AM period. To ensure consistent comparison across reporting periods, the data from those reports was updated to reflect the new 6 to 8 AM operating period.

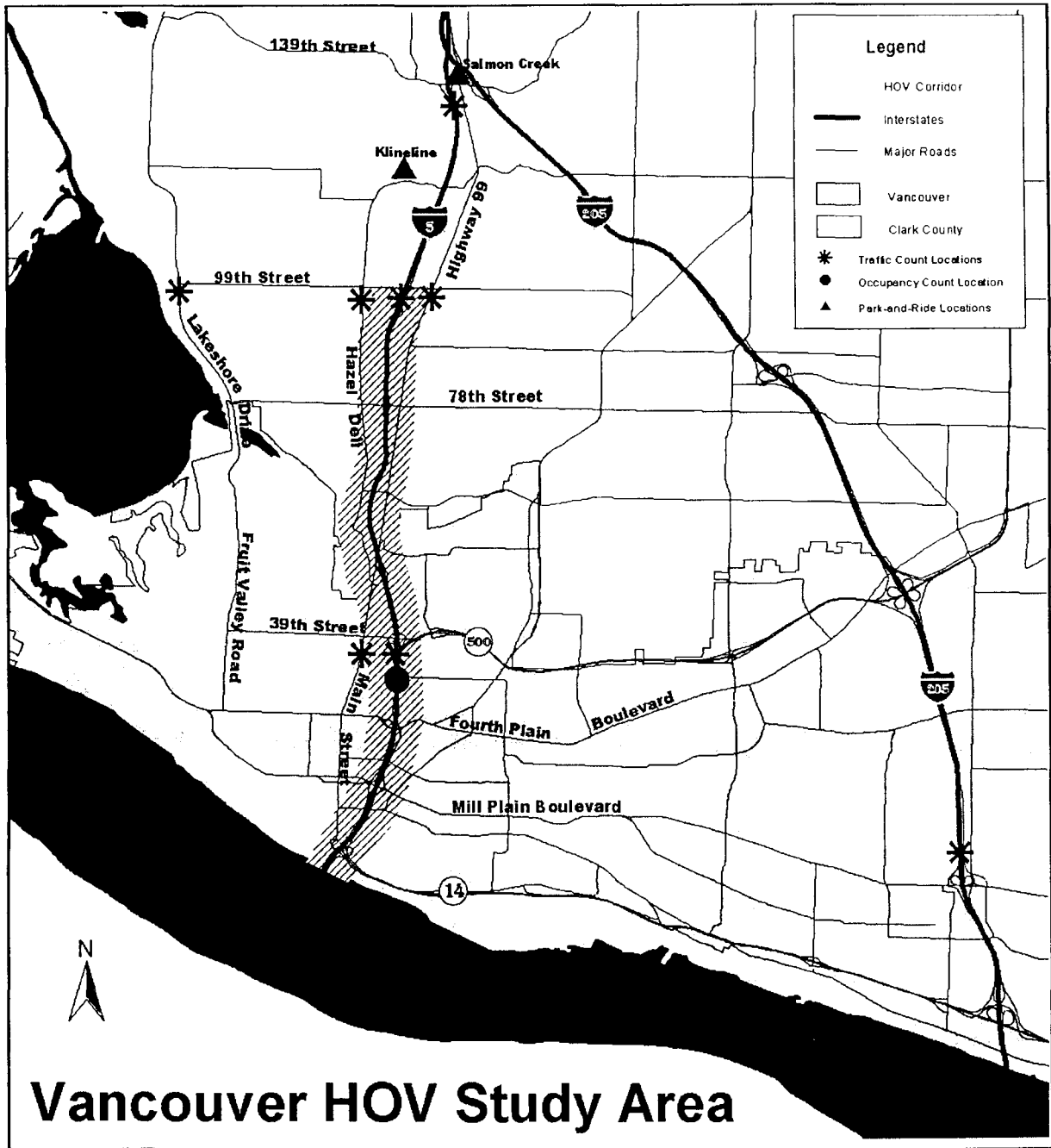
This report summarizes data collected during the month of October. It should be noted that the AM peak person and vehicle trip demand in the corridor should be more "normal" than the prior report. The prior report was developed using data collected during the month of July. Summer traffic volumes are typically lower than normal due to many factors, including commuters being on vacation and children being out of school. The results included in Report #4 should be more reflective of typical travel patterns in the I-5 corridor.

**Figure 1** shows the Vancouver HOV lane corridor as well as traffic count and monitoring locations.

---

<sup>1</sup> Baseline report data were collected in May and September 2001. Evaluation Report #1 data were collected in November 2001. Evaluation Report #2 data were collected in March 2002. Evaluation Report #3 data were collected in July 2002. Evaluation Report #4 data were collected in October 2002.

Figure 1. Vancouver HOV Lane and Count/Monitoring Locations





## VANCOUVER HOV LANE GOALS

The goals of the Vancouver HOV Lane Pilot Project are:

1. **Move more people per lane** in the Vancouver HOV lane during the AM 2-hour period **than in either of the adjacent general-purpose lanes.**
2. **Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.**
3. **Minimize impacts to other traffic** in the corridor and on parallel facilities.
4. **Increase the use of carpools, vanpools, and transit.**
5. **Maintain safety** by not increasing the accident and incident rate in the corridor during HOV lane operating periods.
6. **Maintain the HOV lane's effectiveness with appropriate enforcement.**
7. **Maintain or improve travel time reliability for carpools, vanpools, and transit.**
8. **Maintain or improve public opinion as to the effectiveness of HOV lanes.**

## EVALUATION (PERFORMANCE) MEASURES

An Interagency Team, comprised of representatives from the Washington State Department of Transportation (WSDOT), C-TRAN, the City of Vancouver, Southwest Washington Regional Transportation Council (RTC), Oregon Department of Transportation (ODOT), and Metro, established the following performance measures to be used to evaluate the Vancouver HOV Lane Pilot Project:

**Operations** – total persons using the corridor, travel times (HOVs, Single Occupant Vehicles [SOVs], and freight), safety, enforcement, traffic impacts to parallel routes, and traffic operations at the beginning and ending transitions.

**Modal Impact** – HOV lane utilization, transit ridership, increase in transit service, number of persons per vehicle, Park-and-Ride use, vanpool use, and employer programs.

**Public Opinion** – Public perceptions of success. This will include survey results, phone calls, internet comments, etc.

This report is the fourth post-HOV opening evaluation report and describes the baseline and post-HOV lane opening conditions for each of the Vancouver HOV lane goals.

## DATA COLLECTION METHODOLOGY

Before and after traffic count data were collected from WSDOT, City of Vancouver, RTC, and Clark County. Bus passenger counts were collected by C-TRAN. The consultant team performed travel time runs as well as vehicle occupancy counts using standard and nationally accepted data collection techniques. A WSDOT incident response vehicle patrols the I-5 corridor during the AM peak period. The vehicle has been collecting corridor travel time data on a daily basis since December 2001. Travel time data is summarized under the Goal 2 summary.

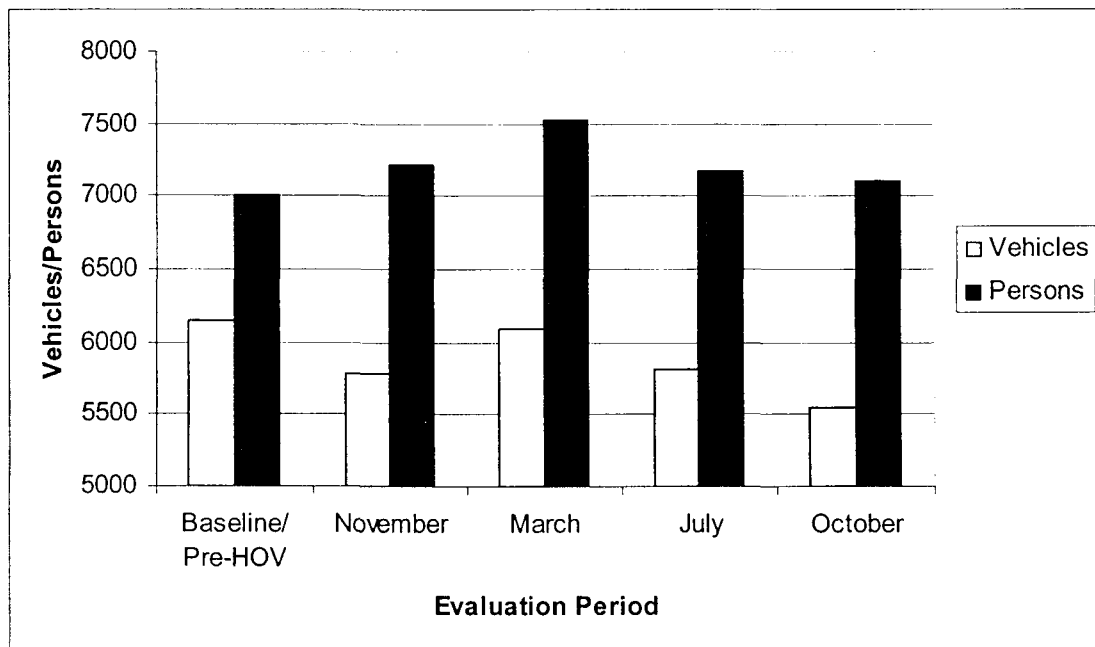
Vehicle occupancy counts consisted of counting every vehicle in a single lane for 15-minute intervals and noting the number of occupants in each vehicle. The occupancy counts rotated across all lanes. Bus ridership was determined using C-TRAN counts provided for those routes using the I-5 corridor on the same dates that vehicle occupancy counts were taken. Percentages of the number of vehicles and persons for each travel mode were then applied to traffic counts, taken for each lane, by WSDOT's automated traffic recorders that provide continuous traffic counting. Appendix B contains a description of the data collection process for travel time runs.

**HOV LANE GOALS**

**Goal 1. Move more people per lane in the Vancouver HOV lane during the AM 2-hour period than in either of the adjacent general-purpose lanes.**

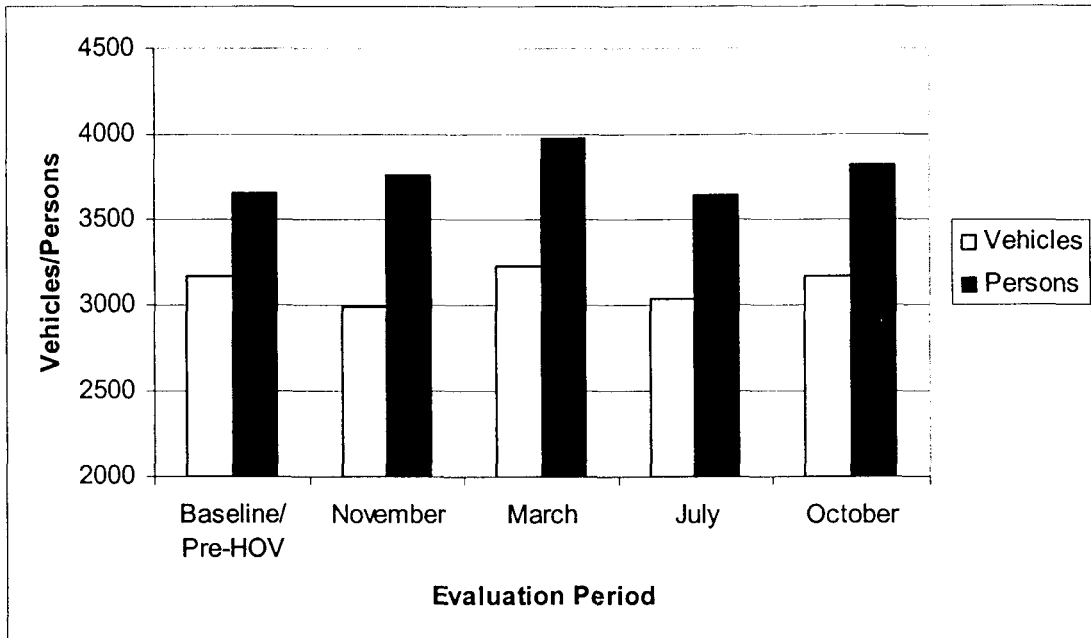
This measure is the total number of persons traveling the corridor during the AM peak hour or period. **Figures 2 and 3** show the total number of person trips (sum of persons per lane) based on counts taken in May 2001 (vehicle occupancies) and September 2001 (counts) for the Baseline Report. Post opening vehicle occupancy and vehicle counts are listed for November 2001, March 2002, July 2002, and October 2002. A table summarizing person and vehicle trips for all reporting periods is included in Appendix A. **Table 1** shows the number of persons per lane, measured near 33<sup>rd</sup> Street, for the three through traffic lanes in that section.

**Figure 2. Total Person & Vehicle Trips: 6-8 AM**



Measured near 33<sup>rd</sup> Street for the three through traffic lanes.

Figure 3. Person & Vehicle Trips: Peak Hour



Measured near 33<sup>rd</sup> Street for the three through traffic lanes

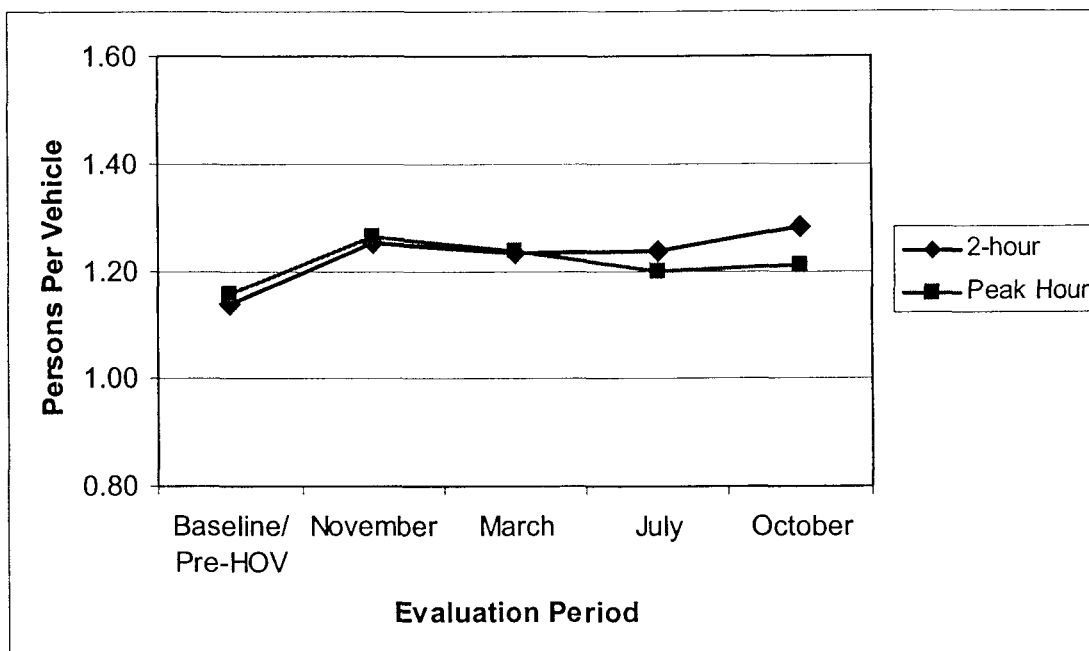
Table 1. Persons Per Lane

Measure	Baseline (September 2001)	After HOV Opening (November 2001)		After HOV Opening (March 2002)		After HOV Opening (July 2002)		After HOV Opening (October 2002)	
	All Lanes	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane	HOV Lane	Each GP Lane
Two-hour count (6-8 AM)	2,337	1,885	2,668	1,888	2,817	1,854	2,662	2,205	2,447
Peak hour count	1,220	1,016	1,376	1,003	1,489	824	1,407	949	1,438

Measured near 33<sup>rd</sup> Street for the three through traffic lanes.  
GP Lane = General Purpose Lane

**Figure 4** shows average vehicle occupancy (all persons using the corridor divided by the total number of vehicles). Average vehicle occupancy reflects person trips occurring in all modes of travel on I-5. Detail occupancy data is provided in Appendix A.

**Figure 4. Vehicle Occupancy**



Based on measurements taken near 33<sup>rd</sup> Street.

Vehicle occupancy is total persons in all vehicles (including transit) divided by the total number of vehicles.

### Findings To Date

- The Vancouver HOV lane has contributed to I-5 carrying more people in fewer vehicles compared to the Baseline.
- Person volumes in the HOV lane are 90% of the adjacent general purpose lane average during the 2-hour peak period. This represents the highest ratio over the four reporting periods. The increase is likely attributable to an increase in parking spaces at the Salmon Creek Park-and-Ride facility and to an increased effort by C-TRAN staff encouraging people to carpool to the park-and-ride facility.
- The peak hour HOV person volumes remain at 2/3 of the general purpose lane average. This represents an increase compared to the July reporting period and a decrease compared to the Baseline and March reporting periods.
- Bus ridership on I-5 routes has increased from 499 two-hour-period riders before the Vancouver HOV lane opened to 648 two-hour period riders after the Vancouver HOV lane opened in October. This ridership level was steady for the November 2001, March 2001, and July 2001 reporting periods, possibly reflecting that C-TRAN's I-5 Park-and-Ride lots and commuter buses are at capacity. Two-hour ridership increased by approximately 65 riders during the October reporting period. C-TRAN restriped the Salmon Creek Park-and-Ride lot and added 20 more parking spaces. C-TRAN has not added new service.

- The number of peak hour persons using the I-5 corridor has increased compared to the prior to HOV opening and the November 2001 and July 2002 reporting periods.
- During the November 2001, March 2002, July 2002, and October 2002 evaluation periods, the Vancouver HOV lane was not carrying more persons per lane than either of the adjacent general-purpose lanes.
- During the two-hour period, there was an increase in the average vehicle occupancies on I-5 compared to all prior reporting periods.
- During the peak hour, average vehicle occupancy increased slightly from July to October.
- HOV lane experience elsewhere in Washington has indicated that new HOV lanes may carry fewer people than the adjacent GP lanes. Over time, however, most HOV lanes carry more people than the adjacent GP lanes.

The table and figures above are summaries of vehicle occupancy counts, traffic counts, and bus ridership counts taken before and after the Vancouver HOV lane opened. The tables in Appendix A give baseline and "post-opening" total number of persons carried in the corridor and mode shares as well as comparing the average auto and vehicle occupancies to the baseline data. The tables in the Appendix provide more detailed summaries of the vehicle occupancies, mode shares, and vehicle and person trip usage in the I-5 corridor.

**Goal 2. Reduce peak period travel time for HOV lane users and reduce the average per-person travel time for all users.**

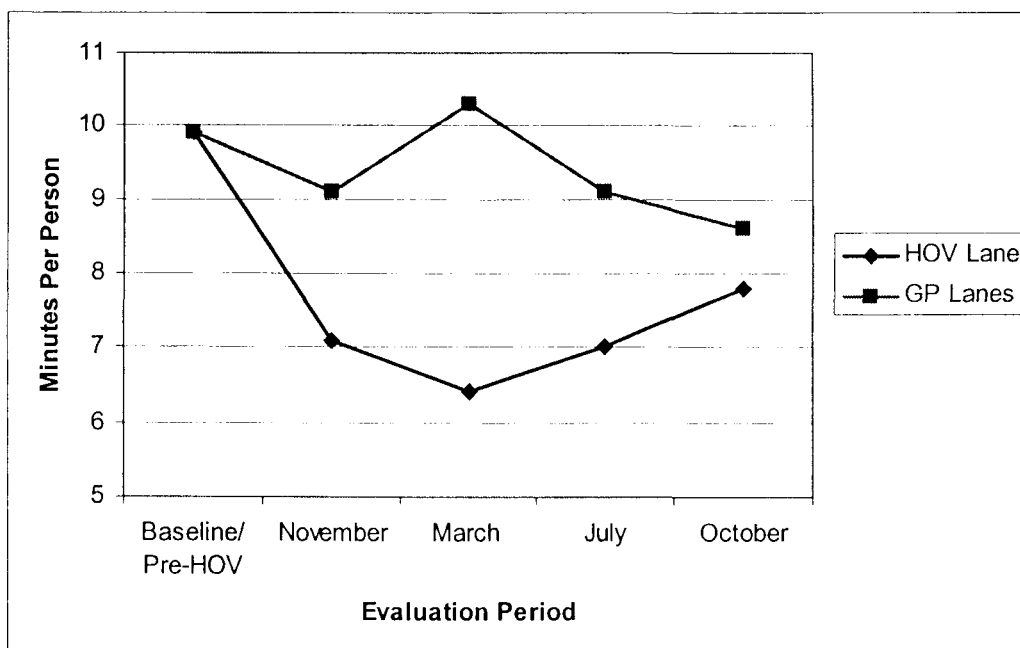
Travel time will be measured by taking travel time runs in the field and making comparisons between the HOV and GP lanes.

Travel times are summarized for single-occupancy vehicles and high occupancy vehicles in **Figures 5 and 6**. Expanded versions of Figures 5 and 6 containing data for all reporting periods are included in Appendix A. Since there was no HOV lane in the baseline condition, it is assumed that all of the vehicles on southbound I-5 had the same travel time.

It should be noted that the peak hour travel times are lower than the two-hour travel times. The higher volumes of traffic during the peak hour likely cause queuing near the Interstate Bridge. Vehicles traveling the corridor after the close of the peak hour are then subjected to slower travel times through the southern sections of the corridor, thus causing slower travel times for the two-hour period.

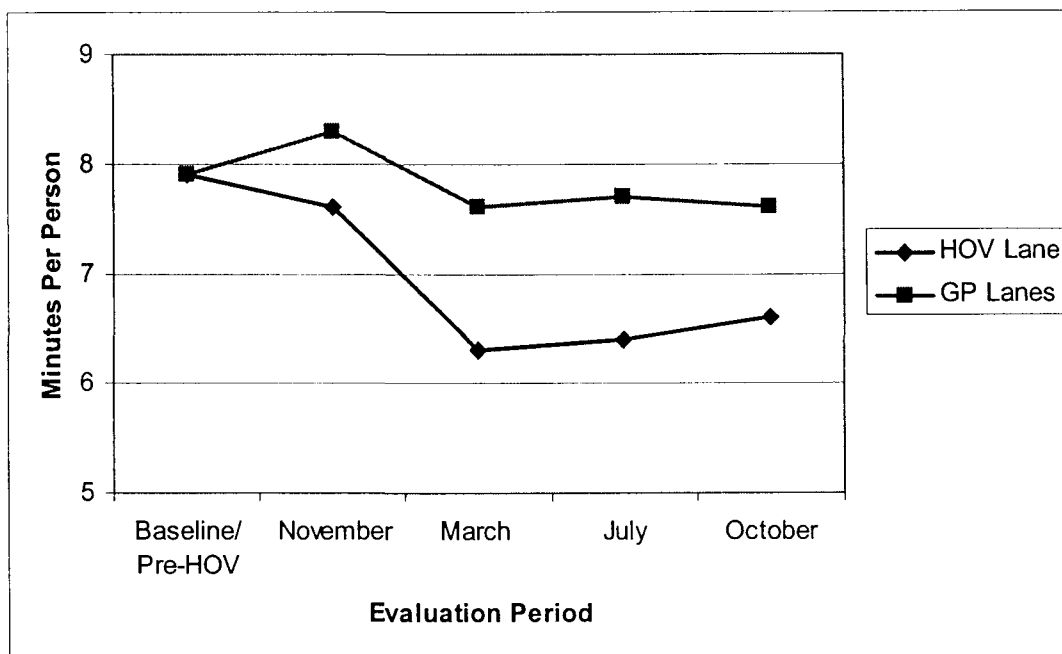
Travel time by segment has been averaged over multiple observations made in each reporting period during the 6 to 8 AM period using the moving vehicle method described in the appendix of this report. The travel times were categorized for vehicles traveling on the corridor between the 99<sup>th</sup> Street interchange and the Interstate Bridge. Travel times were measured between off ramps. WSDOT provides an incident response vehicle that drives the general-purpose lanes and monitors the I-5 corridor during peak periods to respond to incidents or motorists' maintenance needs on the corridor. WSDOT has been collecting general purpose lane travel times on a daily basis since mid-December of 2001. The information from these travel runs was combined with the general purpose lane data collected by the consultant team. Combining these data sets provides an accurate picture of what is happening in the corridor on a daily basis. Note that HOV lane travel time computations are based on a limited number of observations and are subject to considerable variation. The listed travel times are approximate values, not absolute numbers.

**Figure 5. Two-Hour Travel Time Results for HOV and General Purpose Users  
99<sup>th</sup> Street to Interstate Bridge**





**Figure 6. Peak Hour Travel Time Results for HOV and General Purpose Users  
99<sup>th</sup> Street to Interstate Bridge**



### Findings To Date

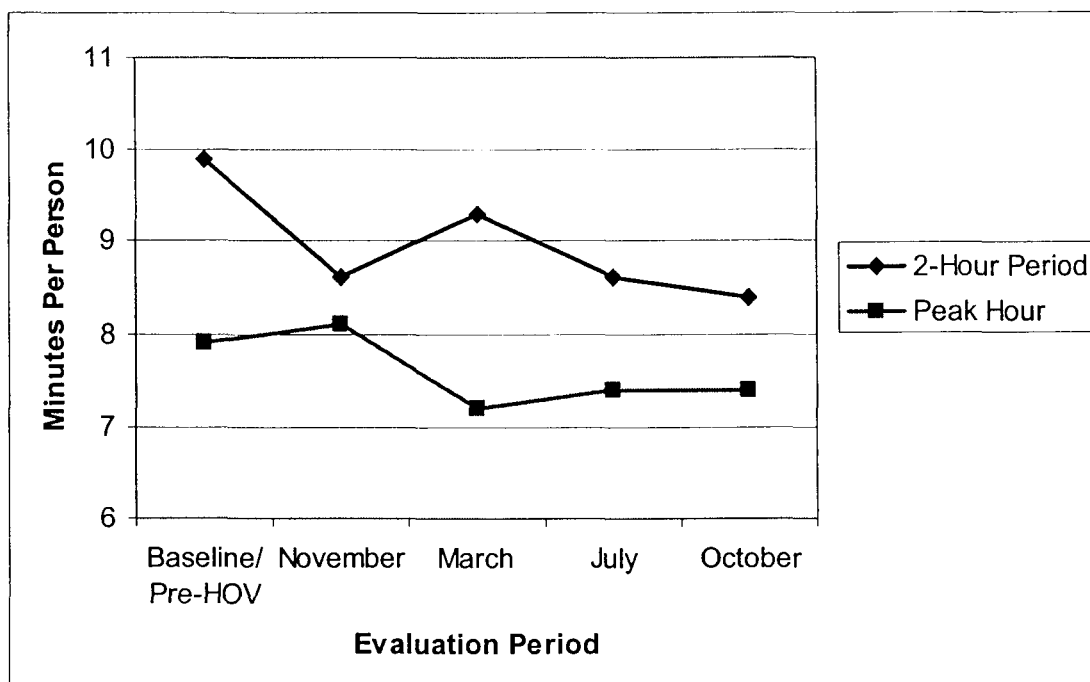
- On the measured days in October, the Vancouver HOV lane saved users an average of one minute per HOV vehicle over the entire two-hour period compared to GP users.
- Between July and October, peak hour travel times increased for HOV users and decreased for GP users.
- Travel time savings during the peak hour for users of the Vancouver HOV lane decreased compared to the March and July reporting periods.

A more detailed travel time summary is included in Appendix A.

C-TRAN bus travel times in the corridor are discussed under Goal 7 (**Figure 16**).

The second half of Goal 2 is to reduce the average per person travel time for all users. Per person travel time is measured by summing the travel times for all persons in the HOV lane and the general-purpose lanes and dividing the total travel time by the total number of persons. **Figure 7** summarizes travel time per person for both the 2-hour period and the peak hour. Since there was no HOV lane in the baseline condition, it is assumed that all of the vehicles on southbound I-5 had the same travel time. Appendix B contains a general summary of the methodology used to calculate average travel times.

**Figure 7. Travel Time Per Person, All Lanes  
99<sup>th</sup> Street to Interstate Bridge**



**Findings To Date**

- During the 2-hour period, travel time per person decreased compared to all prior reporting periods.
- During the peak hour, travel time per person remained constant compared to July reporting period. Peak hour travel times in October are lower compared to the Baseline and November reporting periods.

**WSDOT Incident Response Vehicle Travel Times**

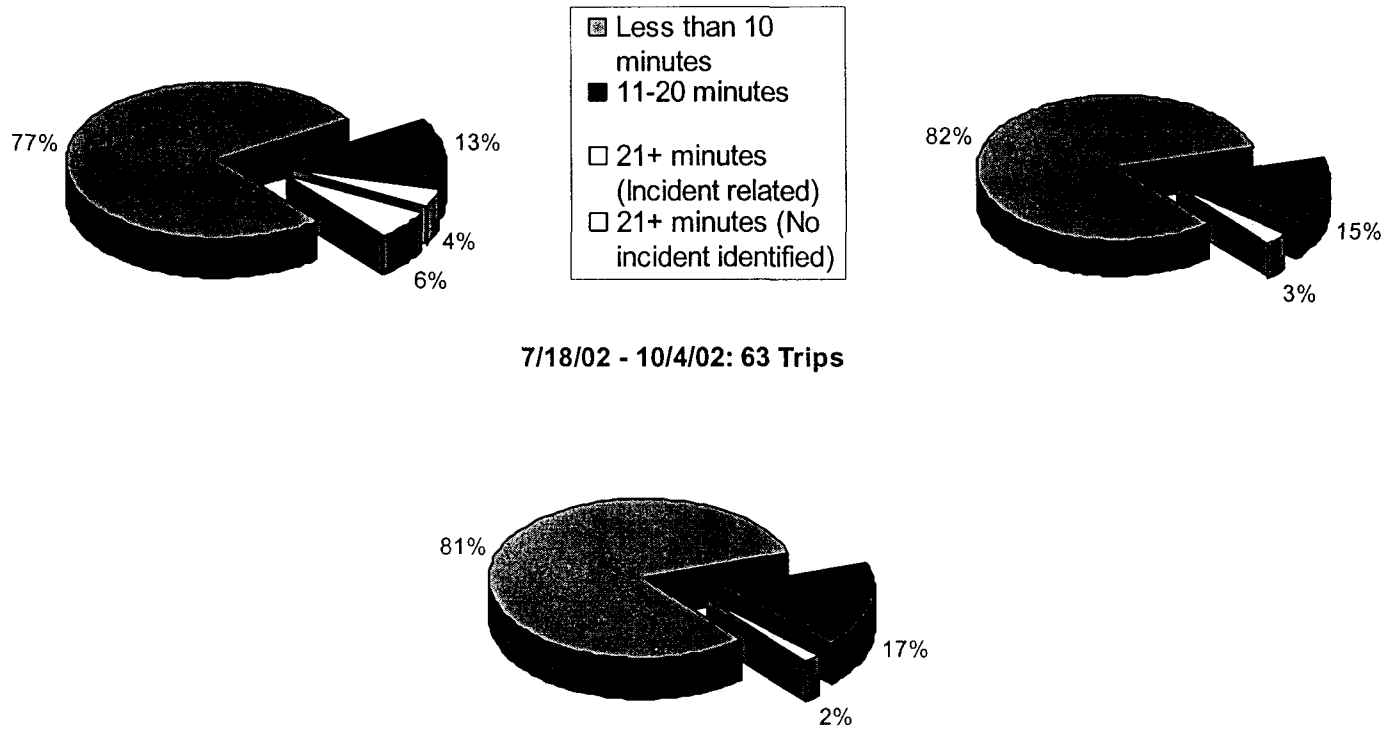
WSDOT provides an incident response vehicle that drives and monitors the I-5 corridor during peak periods to respond to incidents or motorists' maintenance needs on the corridor. WSDOT has been collecting travel times from those vehicle runs. The travel times are from the 99<sup>th</sup> Street Interchange to the Interstate Bridge. These runs are summarized in **Figure 8**. The figure summarizes incident vehicle trip times between 6:00 a.m. and 8:00 a.m. during which the WSDOT vehicle did not stop to assist a motorist. The charts summarize trips from the March, July, and October reporting periods. For trips in excess of 20 minutes, the figure denotes whether the delay was related to an incident. The average travel time for the 63 trips during the July to October reporting period was 8.8 minutes.

The data collected during WSDOT's travel time runs has been utilized on a daily basis to provide "real time" information to the traveling public. The travel time information is posted on WSDOT's Variable Message Sign (VMS) southbound on I-5 near the Clark County Fairgrounds.

Figure 8. I-5 General Purpose Lane Travel Times  
99<sup>th</sup> Street to Interstate Bridge

12/17/01 - 3/22/02: 191 Trips

3/25/02 - 7/17/02: 142 Trips

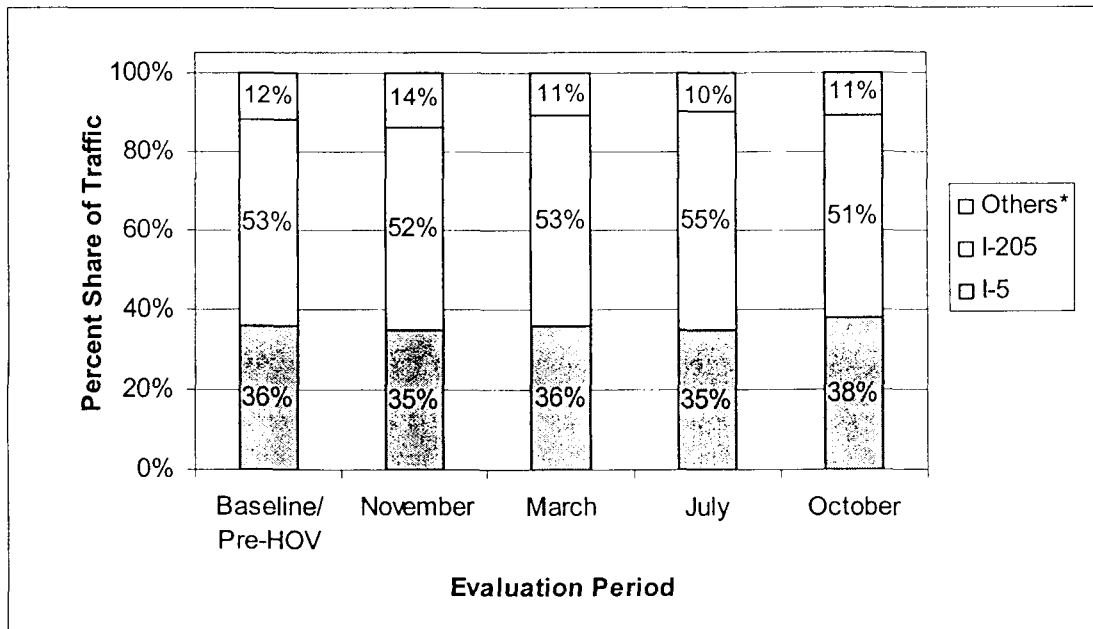


**Goal 3. Minimize impacts to other traffic in the corridor and on parallel facilities.**

With increased delay in the general-purpose lanes, there is a potential that traffic could divert to parallel routes, such as I-205, Highway 99, Hazel Dell Avenue, and Lakeshore Drive. These counts were taken south of 99<sup>th</sup> Street. Additionally, before and after counts were taken for Main Street south of 39<sup>th</sup> Street to determine if traffic was diverting onto that facility to access the downtown area or west Vancouver.

The share of traffic on each facility at 99<sup>th</sup> Street is summarized in **Figure 9**. **Figure 10** summarizes the share of traffic on I-5 and Main Street. It should be noted that the I-5 Main Street exit was closed during the Baseline data collection. The exit opened between the Baseline and November reporting periods. The increase in traffic on Main Street is likely attributable to the opening of the Main Street exit. Once opened, people working in downtown and western Vancouver could use the exit to access their work locations.

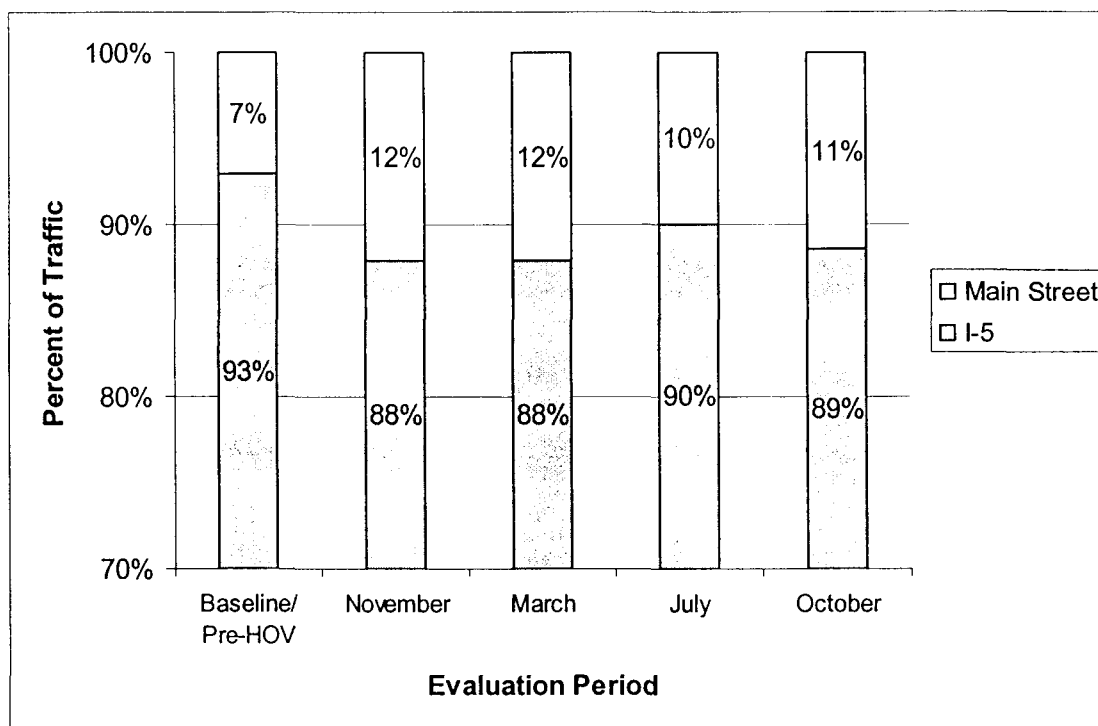
**Figure 9. Facility Shares of Southbound Traffic**



\*Other facilities include Lakeshore Drive, Highway 99, and Hazel Dell Avenue.

**Findings To Date**

- The Vancouver HOV Lane has not caused a significant shift to I-205 or to parallel arterial routes.

Figure 10. Traffic Percentages Near 33<sup>rd</sup> Street

### Findings To Date

- The share of traffic on I-5 has decreased slightly since the prior reporting period, but has remained relatively stable during the November, March, July, and October reporting periods. Fluctuations may be related to construction activity at the I-5/Main Street interchange and paving work on Fourth Plain Boulevard.
- The share of traffic on Main Street increased in October compared to the Baseline, but much of the increase is likely attributable to the completion of construction at the Main Street interchange.

### Other Traffic Impacts

I-5 traffic count data from the 5-6 a.m. and 8-9 a.m. period were analyzed to determine if traffic volumes were shifting to the hour before or after HOV lane operating hours. During the 5-9 a.m. period, I-5 traffic volumes have remained fairly constant. The variance among reporting periods has been less than two percent. Traffic volumes during the 5-6 a.m. period have increased each reporting period compared to the Baseline. Volumes between 6 a.m. and 7 a.m. have remained relatively constant over each reporting period. The 7-8 a.m. period has experienced decreased volumes during each reporting period compared to the Baseline. The 8-9 a.m. period experienced a small increase from the Baseline report to the November report. Volumes remained constant during the November, March, and July periods. The October volumes during the 8-9 a.m. period increased by approximately 10% compared to the July reporting period.

Based on these results, it does appear as though there has been some peak period shifting. The 5-6 a.m. and 8-9 a.m. periods both show increased volumes. The shift appears to have primarily come from the 7-8 a.m. period. Detailed I-5 traffic counts are located in Table A-25 in Appendix A.

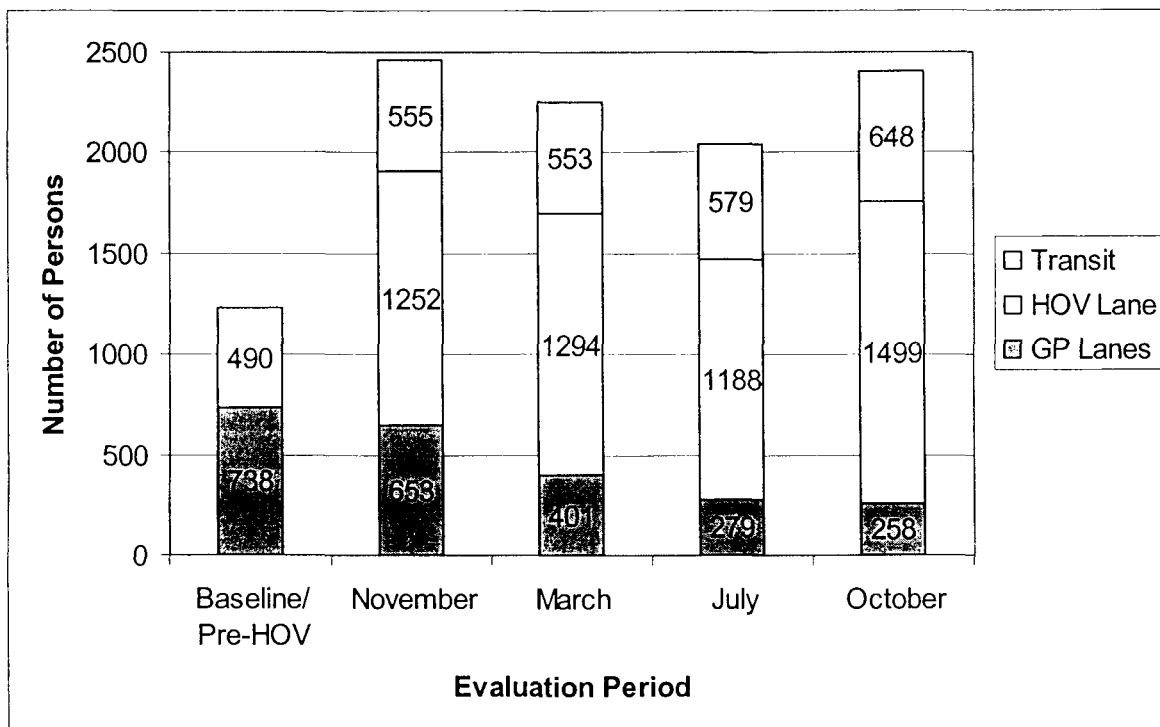
**Goal 4. Increase the use of carpools, vanpools, and transit.**

This goal will be measured by vehicle counts and data from C-TRAN on ridership and Park-and-Ride utilization.

**Persons in Carpools, Vanpools, and Transit**

Figure 11 shows the persons in carpools, vanpools, and transit before and after HOV opening. The after HOV opening persons are reported for I-5 users regardless of which lane they are using. A more detailed data table is included in Appendix A.

**Figure 11. Persons in Carpools, Vanpools, and Transit: 6-8 AM**



**Findings To Date**

- From July to October, there was an increase in the number of persons using I-5 in carpools, vanpools, and transit. Excluding eligible HOVs that are using the general-purpose lanes, the Vancouver HOV lane has led to an increase of over 1,000 persons in carpools, vanpools, and transit compared to the baseline.
- Transit ridership remained steady during the November, March and July reporting periods. Ridership volumes increased during the October reporting period.

**Park-and-Ride Usage**

Park-and-Ride usage can be used to measure the performance of the Vancouver HOV lane. Changes in Park-and-Ride usage can be compared to changes in transit ridership to identify any patterns of increased or decreased transit usage. Park-and-Ride usage is summarized in Table 2.

Table 2. Park-and-Ride Usage

Location	Baseline Daily Usage (Vehicles)	Daily Usage after HOV Opening (November 2001)	Daily Usage After HOV Opening (March 2002)	Daily Usage After HOV Opening (July 2002)	Daily Usage After HOV Opening (October 2002)
Salmon Creek Park-and-Ride <sup>1</sup>	439	438	428	436	436
Klineline Park	15	22	22	NA <sup>2</sup>	NA <sup>2</sup>

May 15-17, 2001 average (baseline).

November 2001, March 2002, July 2002, and October 2002 (post-opening).

<sup>1</sup>The capacity of the Salmon Creek Park-and-Ride lot is 436 vehicles.

<sup>2</sup>Klineline Park is not used as a park-and-ride facility during the summer months. For the October reporting period, it had not reopened for use as a park-and-ride facility.

### Vanpools and Employer Programs

C-TRAN offers a vanpool service program. C-TRAN subsidizes 25 percent of the lease cost for vanpools traveling to or from Clark County. C-TRAN also subsidizes the entire cost of fuel for vanpools traveling to or from Clark County and provides car wash coupons free of charge to vanpools participants. Eight (8) commuter vanpools carrying 86 vanpool riders currently operate. All 8 vanpools carry passengers from Washington to Oregon. Those vanpools travel to Farmers Insurance, Tektronix, Fred Meyers, and to various Swan Island businesses. Between July and October, one vanpool was eliminated due to employer cutbacks. Another vanpool was formed to offset the loss. The new vanpool was formed to take advantage of the HOV lane. Employees from three different companies joined together to form the new vanpool.

The total number of vanpools has not changed since the March reporting period. The number of vanpools currently operating is significantly less than past years. In February 2000, 15 vanpools were operating from Clark County to the Portland area. C-TRAN staff believes the decline in vanpools is attributable to the slowing economy and associated job decreases.

### Findings To Date

- The Salmon Creek Park-and-Ride continues to operate at capacity, limiting growth in transit use of the HOV lane.
- The Klineline Park parking facility is not available as a park-and-ride lot during the summer months and had not reopened for park-and-ride usage during the October reporting period. During prior reporting periods, approximately 20 vehicles used the overflow park-and-ride facility.
- The number of C-TRAN supported vanpools has not changed since the opening of the HOV lane. Between July and October, one vanpool was eliminated due to employer cutbacks. Another vanpool was formed to offset the loss. The new vanpool was formed to take advantage of the HOV lane. Employees from three different companies joined together to form the new vanpool.

## Goal 5. Maintain safety by not increasing the accident and incident rate in the corridor during HOV lane operating periods.

Safety is measured by examining reported accidents before and after HOV lane opening. There is typically a time lag between the time of the accident and when the accident is recorded to the state's accident database. Therefore, all reported accidents might not be included in this report.

A secondary measure is also used to evaluate corridor safety, which consists of using Washington State Police (WSP) and WSDOT incident management vehicle callout logs. As needed, the WSP dispatches incident response requests to WSDOT through their traffic management center. WSDOT staff is available to respond to provide assistance to disabled vehicles, crash scenes, and other incidents. The number of callouts is a measure of safety. **Table 3** details the number of Washington State Patrol (WSP) and WSDOT call-outs on the southbound side of I-5 between 134<sup>th</sup> Street and the Interstate Bridge. This correlates the number of callouts for incident management, accident scene traffic control, etc. with the safety information needed to evaluate the project.

On-roadway and off-roadway incidents are detailed in Table 3. Off-roadway incidents include collisions, vehicle breakdowns, abandoned vehicles, flat tires, running out of gas, etc. Off-roadway incidents may not affect safety other than motorists slowing to view the incident. As such, these incidents may not be relevant to the impact of the HOV lane on the safety of the corridor and occur regardless of the HOV lane. It should also be noted that WSDOT expanded its Incident Response Program in July. As a result, the number of reported incidences increased significantly because WSDOT had more resources allocated to roving and patrolling the corridor.

A word of caution to the reader: accident statistics tend to lag behind the actual reporting dates and accidents often go unreported. Additionally, accident studies tend to look at multiple year periods of at least three years rather than short-term periods such as this. Caution is expressed about drawing long-term conclusions from short-term data.

**Table 3. Incident Management Call-Outs**

<b>Evaluation Period</b>	<b>On-Roadway Incidents</b>	<b>Off-Roadway Incidents</b>
Baseline/Pre-HOV	10	3
November 2001	12	0
March 2002	7	7
July 2002	5	17
October 2002	11	25

Data Collection Periods:

Baseline/September 2001 data (I-5 SB 6 to 9 AM)

October 29 - November 16, 2001 data (I-5 SB 6 to 9 AM)

March 11 – March 29, 2002 data (I-5 SB 6 to 9 AM)

July 1 – 19, 2002 data (I-5 SB 6 to 9 AM)

September 23 – October 11, 2002 data (I-5 SB 6-9 AM)

## Findings To Date

- Based on available data, operation of the Vancouver HOV lane appears to have had no impact on corridor safety or the number of on-roadway incidents. The number of on-



roadway incidents increased slightly compared to the Baseline report and increased compared to the July reporting period.

- The number of off-roadway incidents increased compared to all prior reporting periods. WSDOT recently expanded its Incident Response Program. The increase in off-roadway incidents might reflect a greater percentage of the actual number of incidents being reported rather than an actual increase in the number of incidents.

**Goal 6. Maintain the HOV lane’s effectiveness with appropriate enforcement.**

A measure of the HOV’s effectiveness is to examine its violation rate. This is measured in two ways: the number of observed violators using the vehicle occupancy counts taken for the Vancouver HOV lane, and results of enforcement activities.

**Figure 12** shows the observed violation rates and the number of enforcement hours per day for the Vancouver HOV lane during the HOV operating periods for the November, March, July, and October reporting periods. The violation percentage represents those persons who were observed violating the HOV restriction. Note that motorcycles are eligible HOV lane vehicles regardless of the number of occupants. **Figure 13** shows the observed violation rates and the number of enforcement hours per day for the Vancouver HOV lane during the peak hour for the November, March, July, and October reporting periods.

**Figure 12. Observed Violation Data: 6-8 AM**

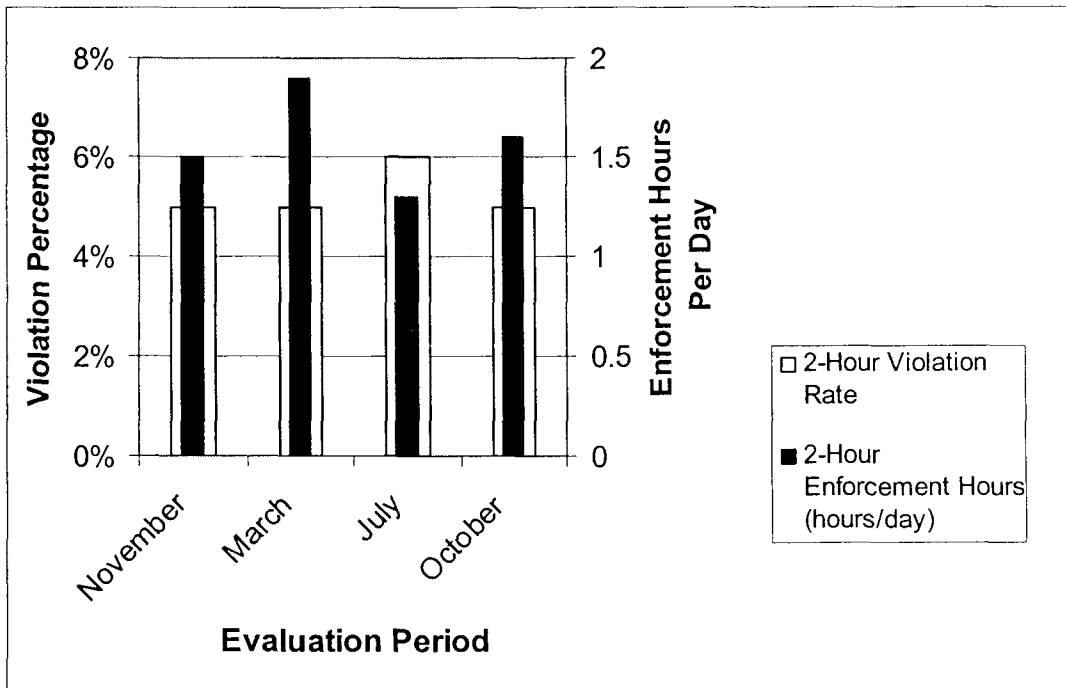
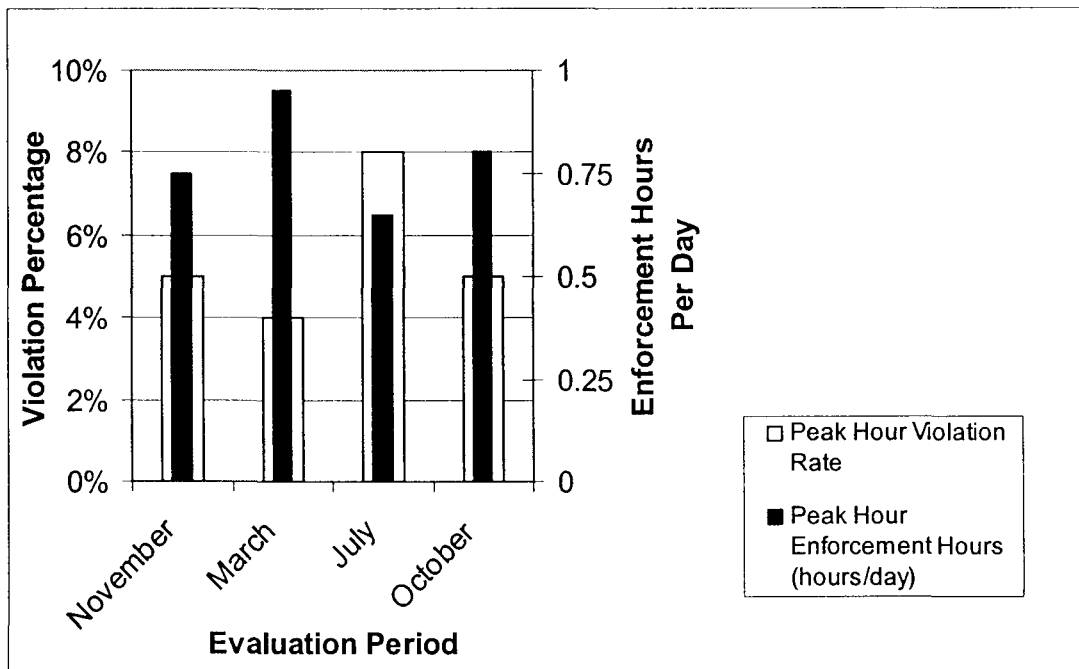


Figure 13. Observed Violation Data: Peak Hour



Detailed tables on the observed violation rates and enforcement hours are included in Appendix A.

**Findings to Date**

- The 2-hour period violation rate was 5 percent during the October 2002 reporting period, equal to the violation rates in November 2001 and March 2002.
- The peak hour violation rate decreased from 5 percent in November 2001 to 4 percent in March 2002. From March to July, the peak hour violation rate increased to 8 percent. The peak hour violation rate decreased to 5 percent during the October 2002 reporting period.
- The national violation rate average is in the 10-15% range. The Portland HOV lane has a violation rate of 10%, which is also within the national guidelines. The Vancouver lane has a violation rate of 6-8%, which is well within acceptable guidelines.

**Enforcement**

Another measure of the performance of the Vancouver HOV lane is to track the number of HOV citations and warnings issued over time. For baseline conditions, the HOV lane was not operational; therefore, there were no HOV lane violations. The number of HOV lane violations and enforcement hours after HOV lane opening are reported in **Figures 14** and **15**.

Figure 14. Weekly Citations & Enforcement Data

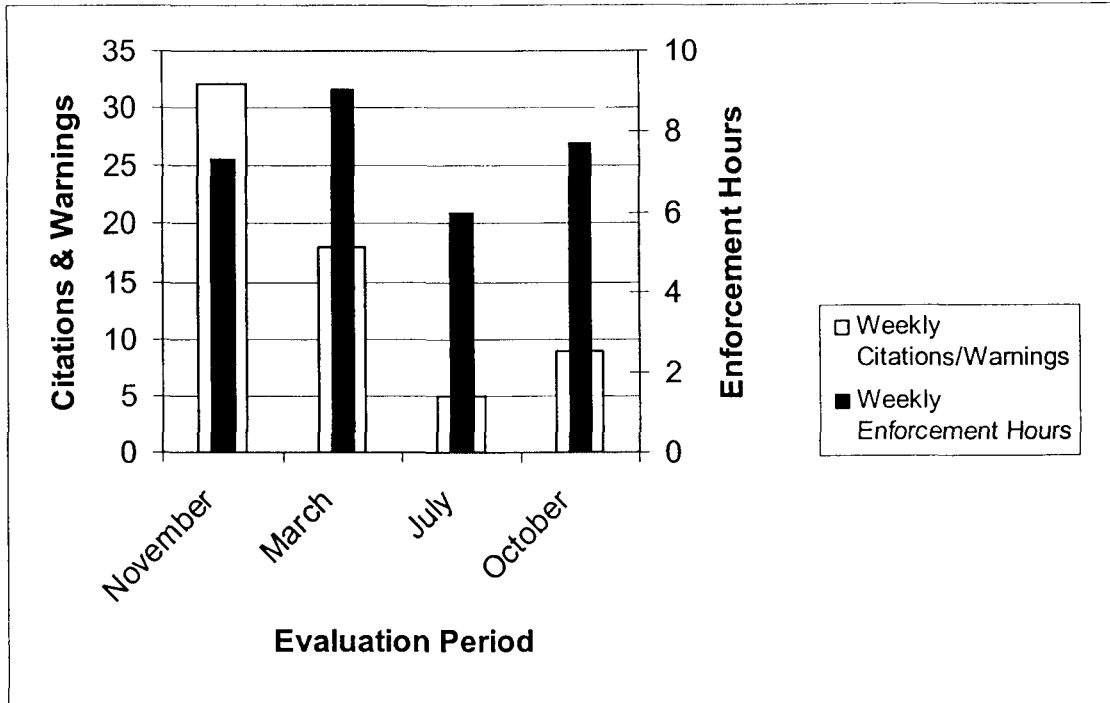
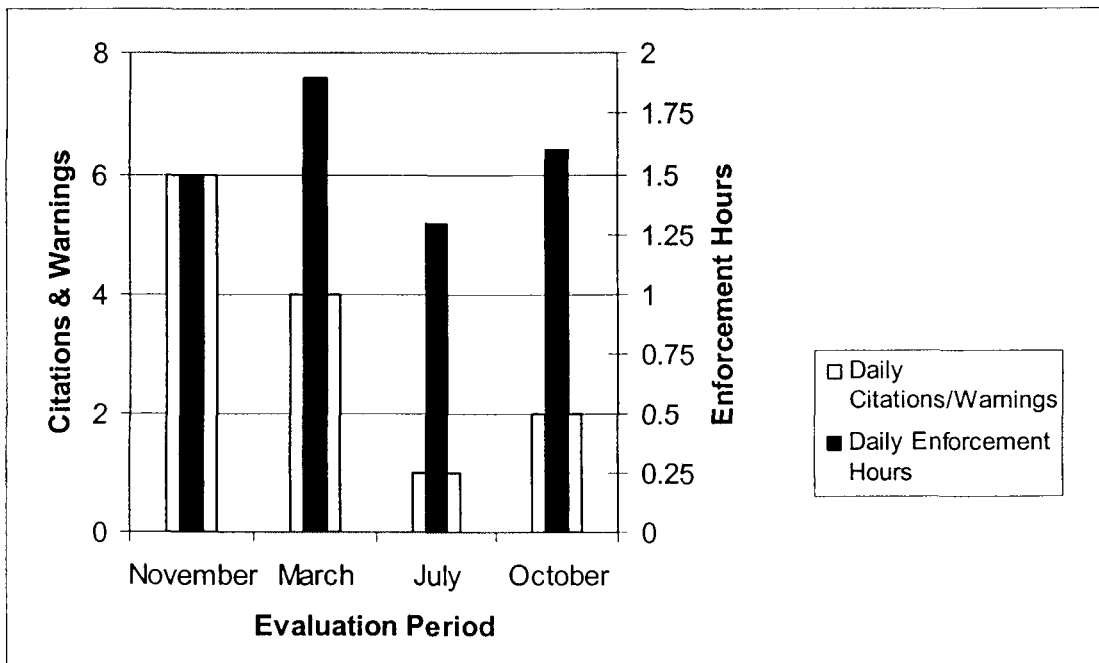


Figure 15. Daily Citations & Enforcement Data



**Findings to Date**

- The weekly and daily average number of citations and warnings issued decreased from July to October. While the number of enforcement hours has fluctuated, the number of citations issued has decreased. The enforcement data help confirm the low violation rate in the Vancouver HOV lane.

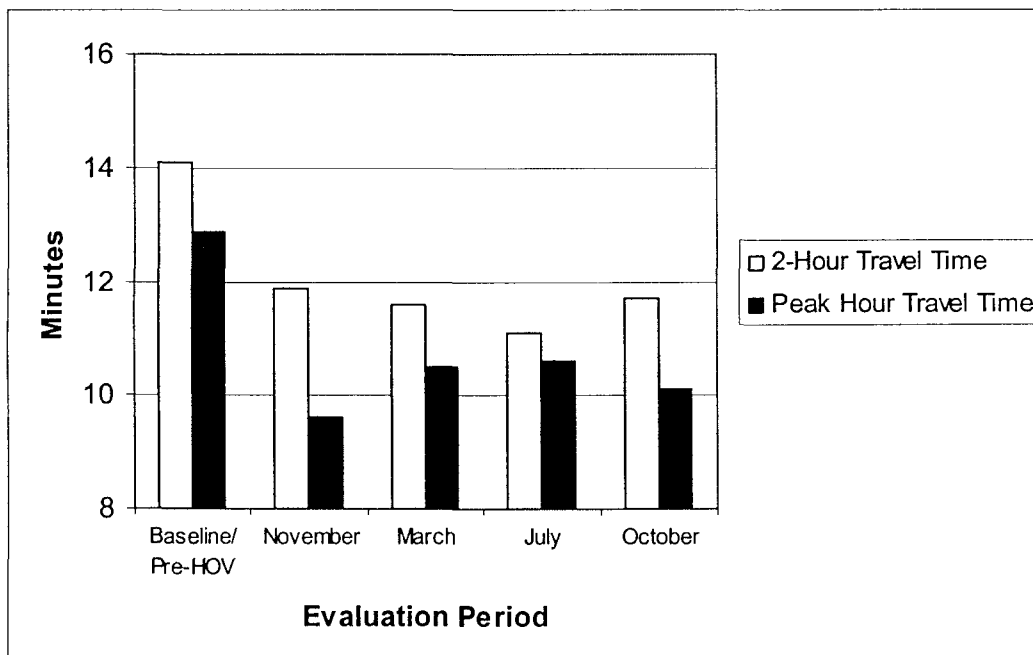
**Goal 7. Maintain or improve travel time reliability for carpools, vanpools, and transit.**

HOV travel time reliability is measured by determining if the Vancouver HOV lane is maintaining an average speed of 45 mph or higher over the length of the lane and evaluating on-time bus performance statistics.

**C-TRAN Bus Travel Times**

Bus on-time performance statistics include measuring the travel time from the Salmon Creek Park-and-Ride to the Interstate Bridge. **Figure 16** provides a detailed summary of the travel times for C-TRAN Route 34 from the Salmon Creek Park-and-Ride facility to the Interstate Bridge.

**Figure 16. C-TRAN Travel Time Results:  
Salmon Creek Park and Ride to Interstate Bridge**



**Findings to Date**

- Travel time savings during the Two-Hour Period for C-TRAN Route 134 have increased since the Baseline and November reporting periods. Travel times during the October reporting period increased compared to the March and November reporting periods.
- Travel time savings during the Peak Hour for C-TRAN Route 134 have increased compared to the Baseline, March, and July reporting periods.

**HOV Lane Average Travel Speeds**

**Table 4** details average travel speeds for the HOV lane.

**Table 4. HOV Average Travel Speeds  
Over Two-Hour Period and Peak Hour**

Time	November '01 Average Speed (MPH)	March '02 Average Speed (MPH)	July '02 Average Speed (MPH)	October '02 Average Speed (MPH)
<b>Two-hour period 6-8 AM</b>				
99 <sup>th</sup> Street to SR-500	62	62	63	60
SR-500 to Mill Plain	55	56	57	53
<i>Average over Length of HOV Lane</i>	60	60	62	58
<b>Peak hour 6:15-7:15 AM</b>				
99 <sup>th</sup> Street to SR-500	62	63	64	62
SR-500 to Mill Plain	55	46	59	56
<i>Average over Length of HOV Lane</i>	60	58	63	61

Measured from 99<sup>th</sup> Street to Mill Plain Boulevard.

Travel Time Runs from November-December 2001, March 2002, July 2002, and October 2002.

**Findings To Date**

- The Vancouver HOV lane is maintaining at least 45 mph along its entire length both during the peak hour and overall during the two-hour period.

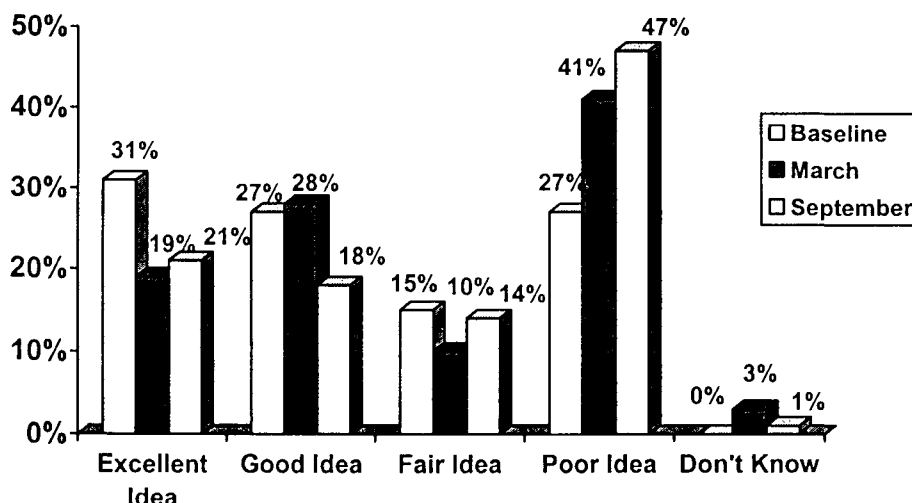
**Goal 8. Maintain or improve public opinion as to the effectiveness of HOV lanes.**

Three public opinion evaluation reports have been generated through the life of the evaluation period. The first survey was conducted prior to the opening of the HOV lane in September 2001. That Baseline will serve as a benchmark from which to measure additional research. The second public opinion survey was conducted in March 2002, five months after the HOV trial lane project's inception to capture initial reactions of Vancouver area residents. The quantitative analysis targeted individuals who use the I-5 southbound lanes at least three times per week, during the morning peak period of 6:00 a.m. to 8:00 a.m., the HOV lane operating hours. The purpose of this research was to measure public perceptions of the currently operating HOV lane, particularly as it applies to benefits and challenges experienced by commuters since the lane inception. Respondents also shared their views on whether the lane should be permanently adopted and comments were gathered from those who were supportive of the lane, as well as those in opposition. Information regarding trip purpose and various modes of transportation used were also collected. The results of that study were reported and a comparison was provided to the Baseline study conducted prior to October of 2001. A summary of the September 2001 and March 2002 surveys can be found in Evaluation Reports #1 and #2, respectively.

A second follow-up research study was conducted, which was timed to fall one year after the Vancouver HOV Lane pilot project began (the September Survey). This quantitative study again targeted individuals who use the I-5 southbound lanes at least three times per week, during the morning peak period of 6:00 a.m. to 8:00 a.m. The questionnaire used was nearly identical to that used for the March survey.

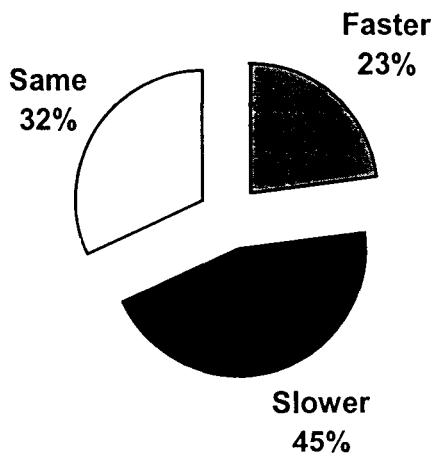
- Overall, consumer opinion on lane approval has decreased since the Baseline Study. Thirty-nine percent (39%) of the respondents surveyed agree that the Vancouver HOV Lane is an excellent or good idea as compared to 47% of respondents completing the March Study and 58% in the Baseline Study. This is a 19% decrease in those who believe the lane is an excellent or good idea from the Baseline study. At the same time, the number of respondents asserting that the HOV lane is a poor idea increased 20% from 27% in the Baseline to 47% currently.

**Q12. Do you think the Vancouver HOV Lane is an...**



- Sixty-five percent (65%) of the respondents usually drive alone and 58% agree that the Vancouver HOV lane is a poor idea. This dislike for the HOV lane is up 8% since March and 22% from the Baseline Study. During the Baseline Study, only 36% of the single drivers felt the lane was a poor idea.
- Thirty percent (30%) of respondents indicated that their driving habits have changed since the inception of the HOV lane, up 3% from March results. Of these 59 respondents, 41% leave earlier or later, up from 17% in March. Eighteen percent (18%) of respondents cited they have changed their route or travel pattern. This is down from 33% of travelers who indicated a change of route or travel pattern in March. An additional 18% now carpool and 4% take the bus. Of the 18% who declared they now carpool, 38% of them stated that they carpooled more than two days a week earlier in the survey as opposed to 30% carpools two days or more from March.
- Forty-five percent (45%) of respondents testify to a slower commute compared to six months ago, which is up 5% from the March Study. At the same time, 23% indicate their commutes are faster and 32% believe the commute to be the same length.

**Q15. How is your commute now compared to six months ago?**

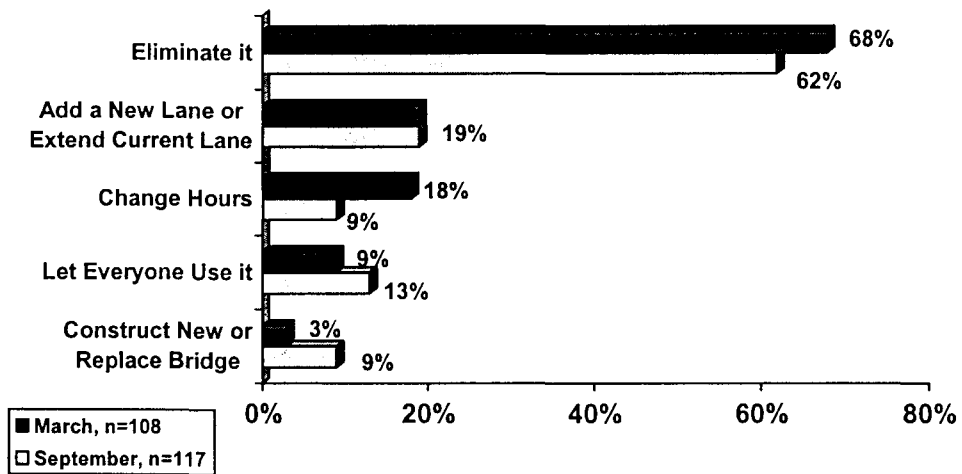


- Fifty-nine percent (59%) of the respondents interviewed feel that changes are needed to the HOV lane, while 40% did not believe any changes needed to be made at all. The change most commonly recommended is to "eliminate the HOV lane entirely," stated by 62% of the 117 respondents citing change is needed. This is down slightly from those 68% in March that felt the lane should be eliminated. As in March, "add a new lane or extend the current one" represented 19% of the opinions regarding a change. Additionally, "let everyone use it or make it public" was mentioned by 13% of individuals, up from 9% in March. By combining this 13% with those stating "eliminate it" (62%), a full 75% of those looking for change are entirely against the lane. Overall, this represents 44% of the 200 respondents surveyed, up from 41% in March. Nine percent (9%) request a "change in hours or time of use," down from 18% in March. An additional 9% suggest "construct a new bridge, replace the bridge or add a lane to the bridge."



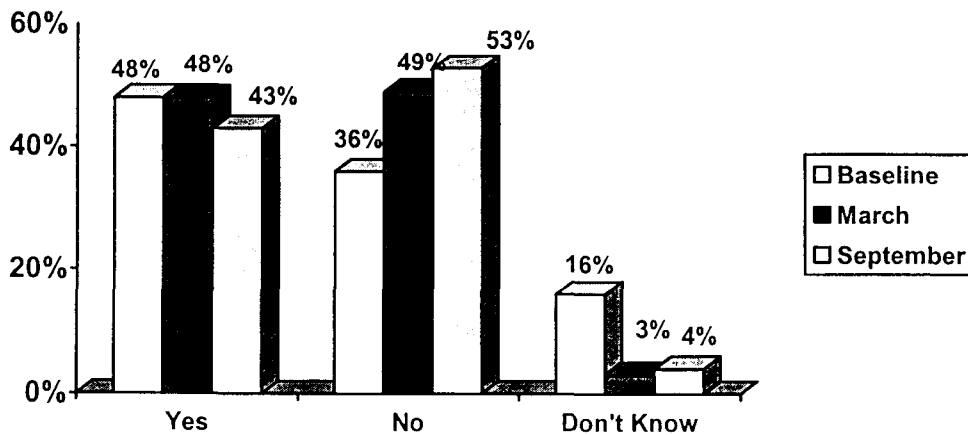
While some acknowledge the difficulty of this task, it seems to be their chosen solution to the traffic issues.

**Q21. What would your changes be?**



- Respondents participating in the September survey have tipped the scale regarding whether or not to make the Vancouver HOV Lane a permanent fixture on I-5 Southbound. Fifty-three percent (53%) agree that the lane should not be permanently adopted, up from 49% in March and from 36% in the Baseline Study. The percentage of respondents in support of the Vancouver HOV Lane adoption differs by 5% compared to the March and Baseline results of 48%. Initially, Baseline survey results indicated that 16% of respondents were unsure if the HOV lane should be permanently adopted. This amount of uncertainty was reduced to just 3% in March and is up by 1% in the September survey to 4%. These findings are summarized in the chart below.

**Q22. Do you think the Vancouver HOV Lane should be permanently adopted?**



- The reasons most often cited for support of permanent Vancouver HOV Lane adoption were:

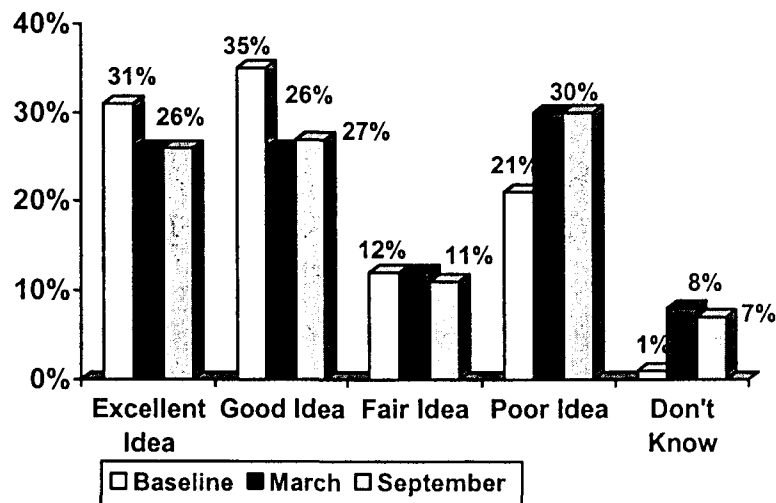
Encourages carpooling/benefits carpoolers	37%
Get there faster/save time	26%
Traffic moves better/faster	11%
Works well, good idea	14%

- The reasons most often cited for opposition of permanent Vancouver HOV Lane adoption were:

Not used enough/wastes capacity of lane	38%
Slows down traffic/causes longer commute	29%
HOV is not effective or it does not work	15%
Want more lanes, there aren't enough lanes	9%

- Fifty-three percent (53%) of respondents surveyed believe the Portland HOV lane is an excellent or good idea compared to 52% in March and 66% of the respondents in the Baseline Survey. Forty-one percent (41%) of the respondents interviewed think the Portland HOV lane is a poor or fair idea; nearly identical to the 42% reported in March, yet up from Baseline results of 32%. The numbers of respondents who are uncertain about the Portland HOV lane increased from less than 1% in the Baseline Survey to approximately 8% in the March Survey and remain stable with 7% in September.
  - Respondents who believe the Vancouver HOV lane is an excellent or good idea overwhelmingly agree that the Portland HOV lane is an excellent or good idea. Fifty-seven percent (57%) of those believing the Vancouver lane is an excellent or good idea agree the Portland HOV lane is an excellent idea while 29% believe it is a good idea. Conversely, 60% of respondents stating the Vancouver HOV lane is a poor idea also believe the Portland HOV lane is a poor idea.

**Q25. Is the ODOT HOV lane on I-5 northbound an...**



- Respondents were asked to rate seven possible incentives that may or may not encourage commuters to carpool or take the bus. Respondents used a 1-5 scale, with one (1) being Not Attractive and five (5) being Extremely Attractive. Three (3) was the

Neutral point. These scores were combined to obtain an average for each of the seven incentives. The average scores fell between 2.32 and 2.86, which indicates that respondents felt that all incentives were somewhere between being Neutral to Not Very Attractive.

- This series of questions was asked in the Baseline, March, and September Surveys, however a slight wording change was made to the March and September Surveys. For clarification purposes, the March and September survey questions put more emphasis on obtaining the respondents feelings rather than attaining a general opinion of the various incentives. The new wording included “how well does this encourage **you** to carpool or take the bus.”
- A noticeable difference was observed in March when this slight wording change was made, as the results decreased in median scores for each incentive. The results from the September survey also vary from the Baseline study, yet are inline with those obtained in March. Looking at the incentives only based on the Extremely Attractive and Somewhat Attractive ratings combined, respondents cited the following:

Incentive Rated	Baseline Results	March Results	September Results
More convenient Park & Ride locations	3.62	2.76	2.86
Free bus tickets for a trial period	3.77	2.71	2.64
Discounted downtown parking	3.61	2.68	2.65
More parking spaces at an existing Park & Ride lot	3.45	2.66	2.70
Discounted bus tickets	3.52	2.53	2.52
Special close-in parking at work for carpools	3.31	2.27	2.65
Assistance in finding a compatible carpool partner	2.91	2.19	2.32

The following commuter statistics were drawn from the survey:

- The majority of respondents, 51%, enter I-5 southbound at or **South** of the 99<sup>th</sup> Street interchange, while 37% enter the same stretch of road from the **North** and 12% state their entrance pattern varies daily. The September data were 6% higher than March’s 45% for travelers entering the freeway **South** of the 99<sup>th</sup> Street interchange, however this is still lower than the Baseline results of 57%.
- Overall, half of the respondents interviewed, 51%, exit I-5 southbound **South** of Mill Plain Boulevard and 25% of respondents exit before or at Mill Plain Boulevard. Twenty-five percent (25%) suggested their exit patterns vary by their daily commute, which is down from the March results of 30%.
- Seventy-six percent (76%) of respondents travel on I-5 southbound in the area of the Vancouver HOV trial lane for work. This is 8% fewer than those who traveled for work in March (84%), though only 2% less than discovered in the Baseline of 78%. While slightly fewer respondents are commuting for work purposes, it seems that more people are traveling to visit family and friends. Fifteen percent (15%) of respondents testified to

traveling for this purpose while previously there were no significant data reported in this category.

- Ninety-five percent (95%) of the respondents interviewed primarily drive or carpool to their destinations most often as compared to 96% from the Baseline and 93% in the March Study. Overall, 6% of respondents utilize mass transportation, up from the Baseline results of 4% and just under the 7% found in March. Of the population surveyed, 5% use C-TRAN from a Park & Ride and 1% ride C-TRAN by other means.
- Among respondents who carpool at least two days a week, 55% travel for work reasons compared to 64% in March and 58% in the Baseline. As fewer carpools are actually commuting for work related purposes, more are carpooling to visit family and friends, 21%, or for doctor or medical reasons, also 21%. Both these numbers are up at least 15% from previous studies.
- The average length of time a traveler reports he/she spends commuting to work, school, shopping, or other activities, one-way, is 26.92 minutes. This is roughly 2 minutes shorter than the time reported in March and 1-½ minutes longer than found in the Baseline Study. The longest commute is for respondents coming from Battle Ground at 35.50 minutes; down 3-½ minutes from March's 39-minute commute time and only about 2 minutes higher than Baseline results. North Clark County has the second lengthiest commute of 27.14 minutes also down nearly 3 minutes from the March Study. Interestingly, North Clark County is the only community that testifies to having a shorter commute now than in March or the Baseline studies noted at 30 minutes and 29.8 minutes respectively
- Sixty-five percent (65%) of the Washington respondents surveyed typically drive alone, down 3% from the March study results of 68% yet slightly higher than the 61% of drivers who traveled alone during the Baseline. Twelve percent (12%) of respondents usually drive or ride with someone else. The percentage of surveyed commuters driving or riding with someone else fell 15% from the first study, from 25% to 10% in March
- There has been a steady rise in the percentage of respondents who do some carpooling and driving alone, from 10% in the Baseline to 17% in the March survey to 20% in September. The difference of 10% in the Baseline to 20% in September is a significant difference.

### **Comments Received from Emails, Letters, and Phone Calls**

Agencies within Clark County have received phone calls, letters, and e-mails regarding the Vancouver HOV lane. Most were sent to WSDOT with some directed to RTC and others to C-TRAN. Comments generally were received from those stating they regularly commute on I-5, while other comments were received from elected officials and others with interest in the project. Some of the comments were received through the "Hot Issues" section of the web site of the local newspaper, The Columbian.

WSDOT is recording these comments for consideration during the HOV evaluation process. WSDOT received three comments during the months of August, September, and October. All three comments were negative.

# 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 27, 2002  
TO: JPACT/Metro Council  
FROM: Andy Cotugno  
RE: TEA-21 Reauthorization Priorities

TEA-21 expires September 30, 2003 requiring Congress to adopt a new 6-year transportation authorization bill. This paper is intended to provide a regional position on policy issues and projects to pursue. However, the region must be prepared to respond to various proposals as they develop during the next year. In addition, it is possible that the Congress adopts a one-year extension, delaying the major reauthorization to 2004.

The following series of attachments are intended to reflect the region's priorities:

Attachment A - Policy Priorities - These are the highest priority policy issues because they represent the issues with the greatest impact on the region's goals.

Attachment B - Comprehensive Policy Issues - This is the full listing of policy issues to be pursued.

Attachment C - Regional Priority Projects - These are projects of regional significance that are being sought for earmarking in the Reauthorization Bill.

**As you can see in Attachment C, a target amount for highway projects to pursue is approximately \$100 million. The four identified projects of regional significance currently reflected on Attachment C is \$111 million and is heavily weighted toward Rep. Blumenauer's district. JPACT and the Metro Council need to provide further direction on the following policy options:**

**Regional Option 1 – Narrow the regional list to \$100 million and recognize that the region will not be seeking any local projects (see attachment d).**

**Regional Option 2 – Narrow the regional list to \$60-80 million allowing the inclusion of a number of a local projects.**

Attachment D - Local Priority Projects - These are projects of local significance that are sought by one or more individual jurisdictions or agencies:

**The list of projects reflected on Attachment D simply reflects those suggested by individual agencies and local governments. JPACT and the Metro Council need to provide further direction on the following policy options:**

**Local Option 1 – Delete any reference to local project priorities recognizing that individual agencies and governments can and will seek project earmarks on their own.**

**Local Option 2 – Include a list of local project requests simply for information purposes, without any delineation of regional priority.**

**Local Option 3 – Establish a target amount to seek in local projects (depending on the amount being sought in regional priorities) and initiate a process to select and prioritize local projects distributed across each congressional district.**

## Attachment A

### Portland Regional Position on the reauthorization of the Transportation Equity Act for the 21<sup>st</sup> Century Priority Policy Issues

#### 1. Funding levels

The most paramount issue is to increase the funding levels available for transportation. This is particularly important in light of the growing national budget pressures, the increasing federal deficit, the added costs placed on the transportation system due to national security and the growing needs generally. Without increasing the overall program, any debate about changes in any particular program direction is moot. In addition, current provisions for maintaining the firewalls between the transportation trust fund and the rest of the federal budget, minimum appropriation level guarantees and provisions for increasing spending levels if trust fund receipts are higher than estimated (RABA) should continue. Revenue options under discussion to increase the program include:

- Indexing the gas tax (potentially retroactive to 1992);
- Changing the ethanol tax credit to provided lost funding to the transportation trust fund from the general fund;
- Recapturing interest on the trust fund from the general fund;
- Bonding against increased resources;
- Ensure the state maintains at least a 95% return on transportation taxes paid to the federal government; and
- Maintain firewall provisions that ensure collections to the Trust Fund and provide to the states and localities through annual appropriations.

2. The most important policy area to pursue is to preserve the basic policy structure established by ISTEA and TEA-21, including flexible funding provisions, the role of the MPO in policy setting, funding allocation and project selection, the sub-allocation to MPOs of STP funds and consideration of sub-allocation of CMAQ funds to MPOs. In addition, continued allocation of funds to transit districts (through Section 5307 funds) is essential to the goals of the region. As the overall size of the transportation program is increased, it is in these funding sources - STP, CMAQ and Section 5307 - that are the highest priorities to increase. The region should monitor and participate in national discussions to address urban congestion problems, especially in large metro areas. Establishment of an urban congestion-funding program may be important to support.
3. The discretionary funding categories that are likely to have the greatest financial impact on the region are the transit "New Starts" program and the highway "Borders and Corridors" program. Funding levels should be increased in both programs to provide a mechanism to provide discretionary funding to large projects through a rigorous, merit-based approach. Specific issues associated with these programs include:

- Separation of the “Trade Corridors” program from the “International Borders” program with a significant funding increase and establishment of rigorous criteria focused on movement of freight;
  - Increased funding for the “New Starts” program in recognition of the growing support for creation of a streamlined “Small Starts” category for lower cost Bus Rapid Transit, Commuter Rail and Streetcar projects: support creation of such a “Small Starts program” if additional resources are made available to fund such projects;
  - Inclusion of project selection criteria for Streetcar “Small Starts” projects that emphasize commitment to transit supportive development to generate transit ridership in lieu of regional mobility; and
  - Refinement of the TIFIA program to make it more attractive through low cost loans and the addition of a partial grant component.
4. Various programs are under consideration to increase the emphasis on all forms of freight transportation, including research, data collection and funding flexibility, including provisions for selected improvements to the freight rail system. Because of the strong freight character to the Portland area economy, these should be a priority area for the region. Associated with this is consideration of an added Title to the Act that integrates a freight rail program, Amtrak and High-Speed Passenger Rail, including dedication of the 4.3 cent fuel tax now being paid by the railroads to the federal general fund to this Trust Fund.



## ATTACHMENT B

### Regional Position on Reauthorization of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21)

#### 1) Major Funding & Policy Issues

##### a) Transportation Funding.

##### i) Setting the Baseline for TEA-21 Reauthorization.

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) authorized the Revenue Aligned Budget Authority (RABA) to create a more direct linkage between the revenues coming into the highway Trust Fund and the revenues being appropriated to highway and transit construction. Over the first four years of TEA-21, RABA generated significant increases in federal transportation funding. However, the Administration has proposed a significant cut in RABA funding for FY 2003. Unless funding is restored, the baseline spending level for the reauthorization of TEA-21, and the overall level of funding for the five-year authorization period, could be significantly reduced.

**Background:** The Administration has proposed a RABA formula allocation in its fiscal 2003 budget to Congress that represented an \$8.6 billion or 27 percent cut from FY 2002 levels. Congress has indicated that it will likely restore a portion of these highway funds, enough to bring FY 2003 highway spending up to the TEA-21 authorized level of \$27.7 billion but well short of the \$31.8 billion FY 2002 level. Restoration is important not only for FY03 programs but because the FY03 funding level could establish the baseline for the TEA-21 reauthorization spending levels.

Oregon receives, on average, 1.2 percent of federal aid highway allocations so the impact on the state of setting the reauthorization baseline at the RABA level versus the authorized level is approximately an additional 14 % or approximately \$50 million per year in additional funds. Over the course of the six-year authorization the difference would amount to more than \$300 million in additional funds if the higher authorization level is achieved.

If the Administration's FY03 budget proposal were to become the new authorization baseline, Oregon could stand to lose approximately \$100 million per year over the FY02 RABA levels or \$600 million over the life of the new authorization.

**Policy Proposal:** Support restoration of the highway program spending cuts proposed by the Administration. The "baseline" spending levels in the new TEA-21 should not be influenced by the lower levels proposed in the Administration's FY 03 budget.

Restoring the baseline to the TEA-21 authorized level would increase spending by \$4 billion in the first year of the new bill. Restoring funding to the FY02 spending level would increase spending by \$8 billion in the first year of the new bill.

***Consistency: this is essential to the implementation of the RTP.***

**ii) Increase Overall Funding Levels: Additional funding is the most critical issue for the reauthorization of TEA-21.**

**Background:** The overall level of funding for the highway trust fund largely determines the level of funds available for all federally funded transportation programs including highways, bridges, light rail, bus, bike, pedestrian and planning.

TEA-21 Improvements. Federal highway and transit funding increased dramatically under TEA-21. Guaranteed highway funding levels increased 42 percent over the Intermodal Surface Transportation Efficiency Act (ISTEA) levels to \$27 billion. Transit guaranteed levels increased 31 percent. Congress also RABA for the highway program, linking highway spending to trust fund receipts. RABA in particular has generated significantly higher highway funding levels at the national level than would have been available under a fixed authorization formula.

Revenue Aligned Budget Authority. Despite increased funding in TEA-21, needs have continued to outstrip resources because of the aging of the system, increased growth and congestion, growing interest in rail new start projects around the country and the additional cost of responding to new requirements such as the endangered species act. And, although RABA has generated significant additional resources for the highway formula program, recently the appropriations process has varied from the original formula allocation of RABA funds with a few key states receiving earmarks of the full RABA amount. In addition, the interest on the Trust Fund was diverted to the general fund in TEA-21, reducing the available funds significantly.

Inflation. The federal gas tax is a fixed \$18.3 cents per gallon. Because it is not indexed to inflation, each year the federal Highway Trust Fund loses purchasing power in real terms. The national inflation rate for heavy highway construction has averaged (%%) per year over the life of TEA-21.

Ethanol Tax Credit. The federal government supports the ethanol industry with a 5.3 cents per gallon tax credit for "gasohol" which consists of 90 percent gasoline and 10 percent ethanol. With the federal tax incentive, companies that blend ethanol pay a 13 cents per gallon federal excise tax, compared with the standard 18.3 cents per gallon tax on motor fuels.

Additionally, 2.5 cents per gallon of the excise tax on ethanol-blended fuels is diverted to the Treasury's general fund. The highway trust fund receives only 10.5 cents per gallon for each gallon of ethanol-blended gasoline, 7.8 cents less than

gasoline. Between fiscal 2000 and 2010 approximately \$15.3 billion will be lost to the highway trust fund due to the ethanol tax credit and diversion to the general fund.

The American Association of State Highway and Transportation Officials (AASHTO) has set a goal of increasing the federal highway program from \$34 billion in fiscal year 2004 to \$41 billion in fiscal year 2009 - an increase of 34 percent. The goal for transit is to see an increase from \$7.5 billion to \$10 billion over six years. In part, AASHTO has proposed funding the increased size of the program through a Federal Transportation Finance Corporation through the use of debt. The goal of the American Public Transportation Association (APTA) is to increase the transit program to \$14 billion per year.

**Policy Proposal:** Additional funding is necessary to meet the federal and local objectives of the transportation program. There are a number of approaches that could be taken to increase funding. They include:

- (a) Spend the accumulated balances in the Trust Fund.
- (b) Return RABA generated funds to the state formula allocation. Eliminating earmarking would have resulted in an additional \$1 billion in formula highway funds in FY 02 distributed to the states by formula.
- (c) Use general fund dollars to compensate the Trust Fund for the lower tax rate on ethanol (\$.053 lower tax rate) and the portion of the ethanol tax now going to the general fund is \$.025). These ethanol tax credits cost the Trust Fund approximately \$1.5 billion per year.
- (d) Rededicate interest payments currently going to the general fund to the Highway Trust Fund.
- (e) Index the federal gas tax to reflect inflation.
- (f) Support the Federal Transportation Finance Corporation if tied to new revenues.

***Consistency: increased funding is the single most important issue, not only to better fund on-going programs but to allow creation of new programs outlined in this paper.***

**iii) Oregon Highway Formula Allocation:** Oregon won a significant victory in TEA-21, changing the national formula to return more federal tax dollars to Oregon.

**Background:** Oregon won a major victory in TEA-21 with the passage of a highway allocation formula that boosted the state's allocation from \$0.89 returned to the state for each \$1.00 of tax paid to \$0.94 cents returned for each \$1.00 paid. The highway allocation formula is critical to the state, local governments, transit districts, and the region because it dictates the amount of funding that is available for planning, air quality improvement, bicycle and pedestrian facilities as well as highway and bridge repair and construction.

**Analysis:** Next to the overall level of highway trust fund revenues, the allocation formula is the most important factor in determining the amount of federal highway, STP, CMAQ and other transportation funding received by the state. A small change in the formula translates into tens of millions in additional funds allocated to the state. Allocations are based in part on Census data. In past years, the most recent Census data has not always been used, even when available. This has disadvantaged high population growth states and geographic regions.

**Policy Proposal:**

- (a) Support the state's efforts to secure its fair share of federal Highway Trust Fund allocations and improve its position even further in the upcoming reauthorization.
- (b) Oppose further suballocations of the trust fund. Suballocations actually reduce the flexibility of federal transportation dollars, rather than increasing flexibility as envisioned in ISTEA and TEA-21.
- (c) Congress should require use of the 2000 census wherever the law calls for population in its federal formula programs. If the 2000 census is not available, under no circumstances should data acquired before the 1990 census is used.

***Consistency: at least maintaining the formulas that result in Oregon receiving 94%, return is consistent with the RTP.***

**iv) Maintain firewalls and funding guarantees.**

**Background:** Prior to TEA-21, Highway Trust Fund dollars were counted as part of the overall federal budget. Transportation was forced to compete against other federal programs for funding. This resulted in years of under-investment in transportation while at the same time unspent Trust Fund balances ballooned. TEA-21 restored the integrity of the Trust Fund and guarantees that all of its revenues will be spent on transportation.

TEA-21's Revenue Aligned Budget Authority (RABA) provisions have generated significant resources for the highway program. RABA funds are allocated to states based on TEA-21's highway allocation formula. Recently, however, the appropriations process has earmarked funds rather than follow the formula approach.

**Analysis:** Guaranteed funding for highway and transit programs has provided much needed stability of funding levels, allowing for longer range planning and investment strategies and multi-year federal commitments.

**Policy Proposal:**

- (a) Support maintaining firewalls that separate the Trust Fund from the unified budget.

- (b) Support continuation of guaranteed funding for highway and transit programs.
- (c) Work to sustain RABA and its formula allocation approach in the next bill, ensuring that Trust Fund balances do not accumulate.
- (d) Support the current ratio between the highway and transit accounts of the Trust Fund.

***Consistency: this is essential to the implementation of the RTP by shielding transportation appropriations from unexpected budget cuts.***

**v) Additional funding for New Starts.**

**Background:** Since the construction of the original eastside MAX light rail project, the Portland region has received more than \$1 billion in New Starts funding. The region has become a national model for using the development of light rail projects to respond to growth, congestion and regional land use and development goals.

Our success has spurred other communities to pursue light rail initiatives of their own. Currently there are 11 projects in Final Design and 39 in Preliminary Engineering. The projects will likely seek a total of \$21.1 billion in TEA-21 authority.

The national growth in proposed New Starts projects has raised congressional attention and support for the program. TEA-21 increased the authorized funding available for the New Starts program from \$760 million in FY1998 to \$1.2 billion in FY2003.

**Analysis:** While funding has increased, the New Starts program is under intense pressure to respond to a growing number of candidate projects across the country. The most optimistic assumptions for the program call for spending approximately \$10 billion over the next authorization period.

It is a very high priority for the region that the New Starts program remains and increases in funding level.

Current regional priorities for funding from the New Starts Program are:

- to complete appropriations toward the FFGA for Interstate MAX;
- execute an FFGA for Wilsonville to Beaverton Commuter Rail and complete appropriations;
- obtain authorization for the South Corridor project; execute an FFGA and complete appropriations.

Taking a longer-term view, future priorities for New Start funding need to be sorted out. Based upon past funding actions of JPACT, consideration should be given to:

- beginning the Clark County loop connecting Interstate MAX and airport MAX;

- the downtown Portland Transit Mall alignment for MAX;
- extension of the Portland Streetcar into North Macadam and along the Willamette Shore route to Lake Oswego.

**Policy Proposal:** Support a significant increase in federal New Starts funding to respond to the national demand for New Starts projects and to enable the region to pursue its anticipated fixed guideway initiatives. Any increase in funding for the transit program should concentrate on the New Starts program. Increased funding could come from sources noted above. Maintain current non-federal match requirements in statute and FTA flexibility in applying match requirements.

***Consistency: this is essential to the implementation of the light rail portion of the RTP since this is the major source of funding and national competition continues to increase.***

## **b) Major Policy Issues**

### **i) Maintain or expand flexible and progressive policies in ISTEA and TEA-21.**

**Background:** ISTEA's groundbreaking achievement was increasing the flexibility of federal transportation funds with the implementation of the STP, CMAQ and Enhancements programs. In addition ISTEA allowed states and local governments greater ability to tailor their transportation programs to reflect their individual goals and needs, while contributing to the development of a national intermodal transportation system.

TEA-21 maintained the flexible transportation funding structures of TEA-21 and implemented new programs such as TCSP that allowed even greater flexibility.

**Analysis:** The Portland region has used the flexibility of the federal transportation funding programs authorized in TEA-21 to shape transportation solutions that work for our cities and neighborhoods. The region has succeeded in increasing transit use at a rate faster than population or VMT growth. The result is one of the most livable communities in the country.

**Policy Proposal:** Urge Congress to maintain the flexible funding structure of TEA-21 and improve programs such as TCSP so they can fulfill their original.

***Consistency: this is essential to the implementation of the RTP since these are sources of funds allocated through the MTIP process.***

### **ii) Intermodal connectors and freight facilities:**

**Background:** One of the greatest achievements of ISTEA was its emphasis on intermodalism. TEA-21 continued the ISTEA focus on intermodalism and the result has been a more flexible, efficient and integrated transportation system. In particular,

ISTEA and TEA-21 allowed greater flexibility in addressing freight mobility issues, an area that had received relatively little attention in federal funding programs previously.

The NHS Intermodal Freight Connectors report sent to Congress documents the fact that NHS freight road segments are in worse condition and receive less funding than other NHS routes. Targeted investment in these "last mile" segments would reap significant economic benefits relative to the costs.

**Analysis:** TEA-21's focus on intermodalism was a move in the right direction. However, the region's experience over the past six years has indicated areas of potential improvement. For example, there remain a number of limitations on the kinds of freight projects that can receive federal dollars that limit the region's ability to respond to regional priorities.

**Policy Proposal:**

- (a) The Borders and Corridors program should be amended to focus greater resources on a few strategic freight corridors, like Interstate 5, which connect the United States, Mexico and Canada. An emphasis should be placed on projects that improve the movement of freight. The program's authorization level should be increased.
- (b) Congress should clarify the eligibility of freight rail and road projects for CMAQ funding.
- (c) Congress should consider transferring the 4.3-cent tax on railroad diesel fuel from the General Fund to the Highway Trust Fund to provide resources for expanded freight railroad project eligibility.
- (d) Congress should encourage the creation of a Freight Advisory Group -- a mechanism for communicating with one voice to "one DOT" on freight transportation issues.
- (e) A Freight Transportation Cooperative Research Program should be created.
- (f) Congress should enhance the use of Transportation Infrastructure Financing Innovation Authority (TIFIA) (a credit enhancement program) by lowering the project dollar threshold from \$100 million, changing the debt mechanisms from taxable to tax-free, expanding eligibility for freight projects and relaxing repayment requirements; allow pooling of modal funds; expand the State infrastructure Bank program to all states; create tax incentives for freight rail and intermodal infrastructure investment.

***Consistency: this is essential to the implementation of the RTP because these recommendations would assist in implementing I-5 Trade Corridor improvements and because this region has a significant freight function.***

### iii) Oppose devolution or formularizing of transit discretionary grant program.

**Background:** During the TEA-21 authorization debate a proposal was surfaced in Congress to eliminate the discretionary transit program that allocates funds to a select group of project based on merit (including New Starts), in favor of a formula program that allocates funds based on population.

**Analysis:** The region opposed devolution or formularizing of the New Starts program during TEA-21 because the current discretionary grant process ensures high quality projects of a scale sufficient to address major transportation corridors. Formularizing funding would mean each state would receive only a relatively small stream of funds, making the construction of large rail projects with federal funds nearly impossible. Regions with superior projects, such as Portland, would receive no additional funding relative to region's pursuing less meritorious projects.

**Policy Proposal:** Continue to vigorously oppose devolution or formularization proposals.

***Consistency: this is essential to the implementation of the RTP because shifting FTA funding to formula would ensure that light rail projects would not be implemented.***

## 2) New Initiatives and Concepts

A number of new initiatives are being debated and analyzed at the national level. Pending the outcome of national developments, the region has not taken a firm position on a number of these concepts. These initiatives and concepts are outlined here in order for the region to be fully informed on the national level debate on TEA-21 policy.

### a) Key Transit Policy Issues

#### i) Balancing Additional New Starts funding.

The region recognizes that attention needs to be given to the needs of existing rail systems to add to their core system capacity. Projects that will make better use of existing infrastructure can offer a cost-effective approach to build transit ridership. This region expects to be able to benefit from such investment in future years. We believe that, consistent with the priority we place on the New Starts program, some of the growth in transit spending above current levels could be devoted to addressing "core capacity" needs.

The top priority of the region is to increase funding for the New Starts program. At the same time, the region continues to support the existing balance at the federal level between New Starts, Rail Modernization and Bus Facilities programs. It will be



important to monitor proposals for an added “core capacity” program to determine whether to support it.

***Consistency: increased funding for New Starts is essential to the implementation of the RTP. Creation of a “Core Capacity” funding category, may be useful since it could provide an alternative source for capacity expansion of the existing LRT corridors. Similarly, a “Small Streets” program under discussion could provide an alternative source for streetcar and commuter rail projects.***

**ii) Full Funding Grant Agreements for BRT.**

**Background:** There are a set of important regional BRT projects that are often times too small to merit a FFGA for tens of millions in federal participation and too big to be funded in one or two years of the typical one to three-million dollar federal bus discretionary earmark. Transit agencies do not have the capability to carry the financing or the risk of advancing local funds to these projects in anticipation of future federal appropriations.

**Analysis:** There are some BRT or TSM projects in the new start pipeline, but none have actually received an FFGA. Many TSM projects leverage additional ridership, leverage positive land use patterns around transit stations and generally add value to fixed guideway improvements. At the same time, they do not generally lend themselves to the typical measures used by the FTA in evaluating FFGAs.

Over the course of TEA-21, Congress has moved increasingly to earmarking the FTA bus and bus facilities funds. Unlike the New Starts program, these earmarked projects receive no FTA evaluation or rating prior to congressional funding decisions.

**Policy Proposal:** To facilitate the development of these projects, which are generally cheaper options, they should be made eligible for FFGAs out of the existing bus program. The FFGAs should undergo FTA review for technical and financial feasibility and transportation benefit but the review should not be as resource demanding as the New Starts program. This would have the effect of returning at least a part of the bus program to a merit-based allocation.

***Consistency: this would be useful for implementation of transit elements in the RTP through provision of a multi-year funding agreement.***

**iii) Streamline Project Delivery.**

**Background:** The design build project delivery method has several advantages over the traditional design-bid-build method. Design build projects bring the architect/engineer and the general contractor together into a single contract entity.

The resulting partnership enhances communication between the parties and neutralizes their competing and sometimes adversarial business roles. Further, the owner is relieved of its “go-between” role for design/construction coordination matters since this risk is shifted to the design build contractor.

Design build often results in time savings for overall project delivery compared to the traditional method. Time savings are possible due to the ability of the design build team to begin early phases of construction while design is being completed for later phases.

Design build can sometimes yield significant cost savings, particularly in situations where flexibility in the finished product is possible. In such cases, collaboration between the designer and contractor can achieve the most efficient balance of design choices and construction methods.

Tri-Met Experience. Tri-Met has had several positive experiences with design build project delivery. Of particular note is the Portland Airport Light Rail Extension. That project used a single design build contractor for the entire project. The design build contractor was brought into the project very early in the project life, participating in Preliminary Engineering (PE) work prior to final contract negotiations and final design & construction. In fact, the design build contractor was also an equity partner in the project, providing capital funding in exchange for development rights in publicly owned property surrounding a portion of the alignment. By using the design build method, Tri-Met acquired an excellent system extension and experienced the remarkably low change order percentage of 1.5 percent.

Design build in TEA-21. Design build was introduced to the transit industry in the ISTEA Act of 1991. Several demonstration projects were established to explore this delivery method in actual transit practice, and the demonstrations were carried through into TEA-21. Results of the demonstration projects were published in a report to Congress in 1998.

In 2000, FTA released interim guidance on how the existing FFGA process steps should be applied to projects using the design build delivery method. Although the guidance was a beneficial step forward in integrating design build into the New Starts environment, additional changes in the FFGA process could render even greater benefits from design build. Reauthorization of TEA-21 may provide an excellent opportunity to do this.

**Analysis.** The FFGA process for design build outlined in the current guidance is very similar to the process for the traditional delivery method. It is structured to bring the design build contractor into the project at the time a traditional final design would begin. This sequence allows the existing legal and administrative requirements to be applied to design build. However, introduction of the design build contractor at the time of final design is too late to leverage much of the potential benefit of the design build method.

To gain the maximum benefit of design build for transit projects, it is desirable to bring the design build team into the process very early in the project life. It is beneficial for the design build team to participate in PE, prior to development of documents for NEPA approval. This early involvement allows the design build team to influence the alignment layout and station area development to optimize cost, constructibility, ridership, and joint development opportunities. Early participation in joint development opportunities is especially important in order to promote equity partnership from the design build team.

**Policy Proposal:** Utilizing such early involvement, a revised FFGA process could be as follows:

- (a) *Alternatives Analysis*, including selection of the Locally Preferred Alternative, would be conducted in the usual manner by the sponsor Agency and MPO.
- (b) The Agency would submit to FTA a *Request to Enter Design Development*. This would be similar to a Request to Enter PE and would contain the same information and criteria evaluation/requirements. It would differ, however, in that Design Development authority would encompass both PE and a pre-determined portion of Final Design (perhaps to the 30% level). Combined PE/partial FD recognizes the lack of hard edges between PE and FD in design build and thus eliminates the separate steps of PE/Final Design approval.
- (c) *Upon approval to enter Design Development*, the Agency would execute a two-phase contract with a design-builder. Phase 1 would be for Design Development/NEPA support and Phase 2 would encompass Design Completion/Construction. Solicitations for interested proposers could be initiated concurrently with Step 2 above. Even at this early stage, real financial competition can be generated from proposers through their commitments on:
  - equity investment for property development rights
  - fee percentage on final design & construction
  - incentives for “beating the budget”
  - sharing of unused construction contingency
  - tax incentive rebate from vehicle leasing mechanisms.
- (d) *During Design Development*, the design build would assess the LPA, influence the concept where appropriate, provide support for NEPA documentation, conduct detail design on key issues/areas, and develop a cost estimate for final (production) design and construction. Meanwhile, the agency would lead the NEPA approval effort, solidify local funding (including design build equity partnership, if included) and prepare PMP, Fleet Plans, and other documents. The Agency and the design build would negotiate a firm price for the second phase (design/construction) based on the results of Phase 1 efforts.
- (e) Design Development would conclude with *submission of a request for an FFGA*. During the 120-day review process, the design build could proceed

with detail design, ROW acquisition and even early construction activities under LONP authority.

- (f) Once the *FFGA is approved*, the design build contract's Phase 2 work would be authorized, and final design/construction completed.

The alternate scenario provides for an extremely effective alliance between the Agency, designer, and builder. It recognizes that in the design build process, lines between PE and FD are blurred. PE resources are devoted to issues that harbor the greatest risks and rewards. Further, it is the builder itself who decides where the pressure points are, leading to fewer surprises, lower contingencies, and quantifiable risks. Those risks that remain can be discussed and apportioned between Agency and design build and addressed in the terms of the negotiated price.

**Conclusion:** The current guidance on use of design build contractors for transit construction is a good first step. In cases where there is little possibility for alignment deviation or Joint Development, PE and Final Design can remain separated and the guidance can be followed.

The alternate process described above facilitates even greater benefit from design build by bringing the builder into the process early, thus gaining the benefit of engineering, construction and commercial knowledge before alignment decisions are fixed. The preferences revealed reflect the unique approach of the specific design build team. Further, their vested interest in the construction and operational phases ensures that their ideas are realistic and pragmatic, and endows the design build team with a fiduciary interest in making them work.

***Consistency: this would be useful for delivery of the RTP through more efficient, expedited procedures.***

#### **b) Environmental stewardship and streamlining.**

**Background:** The National Environmental Policy Act (NEPA) process for large, complex projects has become increasingly lengthy and complex. Listings under the Endangered Species Act (ESA) are impacting not only large construction projects, but also routine preservation and maintenance activities. Previous efforts to streamline the environmental review of transportation projects, including those in TEA-21, have yielded some results, but significant issues remain.

**Analysis:** In response to Section 1309 of TEA-21, ODOT has developed and implemented a coordinated review process for highway construction projects. This improved method for state and federal permitting agencies to review highway projects is up and running in Oregon. Known as "CETAS" (Collaborative Environmental and Transportation Agreement on Streamlining), it establishes a working relationship between ODOT and ten state and federal transportation, natural and cultural resource and land use planning agencies. The CETAS partnership has defined how to streamline (in six tasks):

Implement an Environmental Management System to achieve performance based permitting:

- Employ Habitat Mitigation Programs;
- Enlarge GIS Mapping Systems of Natural and Cultural Resources;
- Additional Programmatic Biological Opinions (PBOs);
- Seamless Performance of contractors and local governments;
- Expand Partnerships.

**Policy Proposal:** Congress should support state-led efforts to both protect the environment and streamline the review process for transportation projects by:

- Providing increased funding to state departments of transportation and resource agencies to develop new programmatic approaches.
- Funding a pilot project for ODOT to demonstrate the benefits of implementing an Environmental Management System culminating in ISO 14001 certification.
- Providing resources for Global Information Systems (GIS) mapping of natural and cultural resources.
- Sanctioning advanced wetland and conservation banking for transportation projects.

***Consistency: this would be useful for delivery of the RTP through more efficient, expedited procedures.***

**c) Key Highway Policy Issues**

**i) Additional resources for the I-5 Trade Corridor.**

**Background:** Interstate 5 (I-5) in Oregon, Washington and California is one of 12 high priority corridors identified in TEA-21. One-fourth of the nation's exports and imports pass through the I-5 corridor.

The area between the I-84 interchange in Oregon and the I-205 interchange in Washington has been identified as having significant bottlenecks that threaten the economic vitality and livability of the region.

The Governors of Oregon and Washington have appointed a 28-member Task Force to develop a bi-state strategic plan to manage and improve transportation and freight mobility in the corridor.

The strategic plan will address freeway, transit, heavy rail, and arterial street needs. The public planning process started in January 2001 and the strategic plan is expected to be complete by the fall of 2002. Partners in this effort include Oregon and Washington Departments of Transportation, Metro, Southwest Washington Regional Transportation Council, the ports of Portland and Vancouver, the cities of Portland and Vancouver, and Multnomah and Clark counties.

Work by the Task Force in the spring of 2002 will include development of recommendations on finance and implementation, bi-state land use agreements, transportation demand management, community enhancements and environmental justice, and freight and passenger rail.

**Analysis:** The bi-state strategic plan will address freeway, transit, heavy rail, and arterial needs. The public planning process started in January 2001 and the strategic plan is expected to be complete by the fall of 2002.

Draft Recommendations recently adopted by the Task Force call for:

- Upgrade existing bridges from 6 to 10 lanes across the Columbia River.
- A phased extension of the two existing light rail lines in Portland north to connect as a loop in Clark County
- Implementation of aggressive measures to reduce single auto trip demand, increase transit service and encourage use of alternatives to auto commuting
- Agreement to control land uses to avoid inducing more sprawl in response to a bigger freeway to simply result in a bigger traffic jam in the future.
- Three through-lanes, including Delta Park; and
- Interchange improvements between Columbia Blvd. in Portland and SR 500 in Vancouver.

The Task Force draft recommendations also call for a post-Task Force study of an arterial road west of I-5 in the vicinity of the railroad bridge.

**Policy Proposal:**

- (a) Supports the state's efforts to eliminate bottlenecks in the I-5 Trade Corridor, especially between Portland and Vancouver, Washington.
- (b) Support continuation of TEA-21's Borders and Corridors program at a higher funding level and with a greater focus of funding to key corridors, like the I-5 Trade Corridor, which are true national freight corridors.
- (c) Support to a least \$1 billion increase of funds for the Border and Corridor program, expand the concept to include projects that support gateways to national and international markets and focus the emphasis on freight and bi-state cooperation.

***Consistency: this would provide an expanded funding category for a significant RTP priority.***

**ii) Additional Railroad Resources in the I-5 Corridor**

**(1) Track Capacity**

**Background:** Today the federal investment in passenger rail is a fraction of what is spent on other modes of transportation, and is limited primarily to providing

Amtrak with annual operating and capital funds, the vast majority of which go to the Northeast Corridor.

In the Pacific Northwest Corridor, the states are paying the full operating cost to Amtrak. Since 1992, Oregon has spent over \$24 million for operating costs alone. The state, local governments and railroads have invested another \$25 million for track and station improvements in the corridor.

Over \$100 million of track and signal improvements is needed in Oregon's portion of the corridor, without counting the cost of upgrading the rail bridge across the Columbia River. Federal funds are also needed to purchase train equipment, which would help lower operating costs.

The joint UP/BN crossing of the Columbia River is one of the busiest and most important rail links in the region. ODOT and WSDOT, in cooperation with Amtrak, the Ports of Portland and Vancouver, and the railroads, are undertaking a track capacity analysis of the joint UP/BN line across the Columbia River. Previous analyses suggest significant capacity problems on this line segment in the near future, which could impact economic development opportunities, passenger train expansion and through freight operations.

**Analysis:** States should not have to shoulder these costs alone. Federal highway and transit programs provide capital funding for roads, bridges and transit improvements, and likewise federal funds are needed for passenger rail development. Congress could increase the amount of funding available for passenger rail development if legislation pending this year is enacted. Some versions, however, would create a new complicated loan program rather than a grant program.

Loan programs alone will not provide the federal investment needed for states to develop successful passenger rail corridors. The reauthorization of TEA-21 is an opportunity for Congress to establish a federal rail program that adequately supports passenger rail development.

**Policy Proposal:** Support federal legislation to increase capital funding for freight and passenger rail facilities. Opposes moves to dissolve Amtrak. However, in the event that Amtrak is dissolved or dramatically restructured to eliminate West Coast services, track rights should revert to the state to allow passenger service to continue.

**Consistency:** *this would provide funding for elements of the RTP dealing with the high-speed rail, the I-5 Trade Corridor and freight movement in general.*

## (2) Truman Hobbs

**Background:** The joint UP/BN crossing of the Columbia River is one of the busiest and most important rail links on the West Coast. ODOT and WSDOT, in cooperation with Amtrak, the Ports of Portland and Vancouver, and the railroads, are undertaking a track capacity analysis of the joint UP/BN line across the Columbia River. Previous analyses indicate significant capacity problems on this line segment which would impact economic development opportunities, passenger train expansion and through freight operations.

The Coast Guard is currently undertaking an examination of the eligibility of the UP/BN railroad bridge over the Columbia River for Truman-Hobbs (navigational hazard) funding. The rail bridge swing-span is lined up with the lift span on the I-5 bridges, making it very difficult and hazardous for ships to use the I-5 "high" fixed span section. Using the fixed span section avoids the need for opening the bridge and the resulting delay on I-5.

**Analysis:** Truman Hobbs is a federal program that funds projects to address rail hazards to navigation. Projects are selected based on the cost benefit of a given investment to the marine and freight rail facilities.

**Policy Proposal:** The analysis of the cost delay of the UP/BN rail crossing of the Columbia River should be expanded to include the impacts on truck and auto commerce on the I-5 bridge due to lift span operations caused by the RR bridge.

This can be done under existing statutes, but the law should also be changed to allow car/truck delay as part of the consideration. Truman-Hobbs funds are intended for "in-kind" replacement of navigational hazards but can be contributed toward larger facility upgrading projects such as adding capacity to the UP/BN bridge.

***Consistency: this would increase the likelihood of funding to replace the railroad bridge swing span.***

### d) Oppose federal preemption of state law regarding weight-mile fees.

**Background:** Oregon maintains the cost-responsibility of paying for maintenance, preservation and modernization of the road and highway system through the weight-mile fee on commercial trucks. The weight-mile fee is based on the weight of the vehicle, the number of axels and the distance the vehicle travels on Oregon roads. The weight-mile tax is structured to most closely reflect the cost responsibility of trucks relative to the taxes paid by auto users.

**Analysis:** The national trucking industry has sought to eliminate the weight-mile system at the state and federal level. In the debate leading up to ISTEA and TEA-21 there were efforts to introduce amendments preempting weight-mile taxes on the state level.



**Policy Proposal:** The federal government should not preempt state authority to establish the most equitable method of assigning and implementing cost responsibility.

**Consistency:** *this would protect a source of funding for the state highway fund that provides about 35% of the funding.*

e) **Multi-State Vehicle Miles Traveled tax demo program.**

**Background:** As the prevalence of electric and hybrid fueled vehicles increases, there is a growing recognition in Oregon and other states that the gasoline tax is becoming a progressively less adequate financial source for surface transportation programs. In the 2001 legislative session Governor Kitzhaber asked for and received legislative approval of a task force to address the future of the gas tax as a source of Oregon highway funding. The Road User Fee Task Force (RUFTF) is preparing findings and recommendations regarding the viability and applicability of alternatives to the gas tax.

**Analysis:** Higher fuel efficiency and greater use of alternative fuels for autos erodes the ability of the gas tax to meet growing system demand. Although these vehicles continue to contribute to congestion and road damage, they do not contribute to the transportation trust fund in a proportional fashion.

**Policy Proposal:** Support a federal effort to examine ways a VMT tax or other road user fee system could be implemented at the state or federal level.

**Consistency:** *this is similar to the Road User Fee Task Force established by the '01 Oregon Legislature to investigate alternative sources to the gas tax.*

f) **Highway Bridge Replacement and Repair (HBRR) issues.**

**Background:** Current federal rules to determine the allocation of HBRR formula funds to states are based principally on the square footage of bridges. The TEA-21 formula does not recognize the additional cost in preserving and rehabilitating movable (lift span) bridges. The movable Willamette River bridges in Portland and elsewhere in Oregon receive the same funding per square foot as more easily maintained fixed span bridges.

**Analysis:** Under current formula, Oregon received approximately \$40.2 million in HBRR funds over the first four years of TEA-21, representing approximately 2.7 % of total HBRR funds allocated.

Oregon has 27 heavy movable bridges or approximately 2.3 percent of a national total of approximately 1171 heavy movable bridges. By contrast, Oregon has approximately 7,300 total bridges, about 1.2 percent of the national total for all NHS and non-NHS bridges. Oregon's share of structurally deficient and functionally obsolete bridges is 1 percent of the national total.

It is estimated that the cost to replace or rehabilitate movable bridges is 1.7 times the cost of fixed span bridges.

**Policy Proposal:** Reauthorization should incorporate a 1.7 times factor in the HBRR formula for lift span bridges.

***Consistency: this would provide an expanded source of funds for Multnomah County's Willamette River Bridge project.***

**g) Orphan Highways.**

**Background:** An orphan highway is any aging US designated state highway that's role as a regional highway has been supplanted by the construction of the Interstate Freeway system. These highway links were predominantly built in the 1930's, '40's and 50's. During their primary service years, land uses that located along their lengths were auto oriented in type and function. Many were constructed as rural areas evolved into the first tier of suburban communities, making the leap from farm to market roads to urban highways. Much of the older commercial strips and nodes that were served by these state roads have been deteriorating and the roadways are likewise underutilized.

**Analysis:** A program of new reconstruction funds for state and local jurisdictions would make rehabilitation of these roadways viable as multi-modal main streets and boulevards. Application of these funds should be on routes where more intensive comprehensive plan land use designations are already in place. So doing will allow these facilities to not only provide an improved transportation asset but also change the face of the community from a land use perspective.

**Examples of Candidate Routes:** In Portland, many of the state highway routes that traverse the city have auto oriented commercial uses along their length with intermittent commercial nodes. Sandy Boulevard, as an example, serves several miles of northeast and southeast Portland as a four-lane arterial with sidewalks, intermittent on-street parking, left turn bays and good transit service. The street, which is a state highway, serves both local and non-local transportation trips. The Hollywood and Parkrose Districts serve as commercial centers along its length. Both regional and local land use and transportation policy focus on returning this street to its historic character by reconstructing the street with boulevard type standards that serve all modes and encourage property owners to reinvest in urban density land uses.

The state, in partnership with the city, designed and reconstructed a 12-block length of Sandy Boulevard using the more progressive regional boulevard design guidelines. The amenities included rehabilitation of the entire street cross section; addition of bike lanes, planted medians, pedestrian curb extensions, wider sidewalks and left turn refuges. Existing engineering standards were a difficult stumbling block, requiring design exceptions for some of the design's elements. Providing for more flexible design

standards in this proposed program would save considerable time, money and negotiation.

Since its completion private property owners have invested in their storefronts or in some cases completely rebuilt on the sites using the more urban land use development regulations. These new developments have changed the character of the street and added vitality to the community. Now folks actually walk across the street rather than drive. The project is the region's showcase of how these once forgotten highway segments can become the jewel of the community. Other state highway segments that could be candidates include; Powell Boulevard, Lombard Street and Barbur Boulevard in Portland.

**Policy Proposal:** Create a pilot program of not more than \$25 million to be funded out of new federal funds, rather than off the top of the formula program. Candidate projects would be judged based on the following criteria:

- (a) 100% federal funding when the local government agrees to take over maintenance.
- (b) Local government must commit to supportive comprehensive plan and zoning designations that support more intensive, mixed-use development along part or all of the route.
- (c) FHWA should provide for more flexible design standards to achieve the program's design goals.
- (d) The program should be limited to a small number of pilot projects to curb wholesale earmarking and provide financing to the truly worthy projects.

***Consistency: this would provide a source of funds to implement community-based improvements on state highways ODOT would prefer to transfer to local governments. Consistent with the function called for in the RTP.***

#### **h) Freeway Removal and Reuse**

**Background:** There is some interest in more flexibility for federal highway dollars to remove and reuse highways and interstate freeways if that is the desire of the local community.

This would continue the tradition of ISTEA and TEA-21 in giving greater flexibility to local jurisdictions in deciding the best local solution to their transportation and land use needs. It would allow the use of federal funds in major, community defining decisions such as the removal of the waterfront freeway and construction of Tom McCall Park.

However, given the tremendous unmet needs for maintenance and preservation of the existing highway and freeway network and the perhaps even greater unmet need for modernization, there is some concern for how one can justify using federal funds for the removal of functioning highway and freeway segments.

***Consistency: this would be useful if the RTP is amended to remove or relocate the Eastbank Freeway (I-5). Federal support is more likely for an approach that replaces the current function than completely removes a freeway with no attention to replacement.***

**i) Improved Transportation Security.**

**Background:** Following the terrorist attacks of September 11, Congress created a new Transportation Security Administration and Office of Homeland Security to develop and coordinate a comprehensive national strategy to strengthen against terrorist attacks and protect the Nation's transportation systems to ensure freedom of movement for people and commerce.

**Analysis:** Among the activities that will be worked on in the coming months with state and local agencies are: Incident management, prevention, and response and recovery. For all of these activities, good communications is critical. Transportation agencies play an important role in responding to incidents and ensuring the free movement of people and goods. In the Portland region, an interagency group has identified a series of Intelligent Transportation System (ITS) improvements that will enhance the capability of different government agencies to communicate with one another and share information.

**Policy Proposal:** Federal funding dedicated to improving security should include transportation improvements in Oregon:

- Fully fund the state's ITS initiative, which includes the Portland region's ITS plan providing greater ability for surveillance and response to emergencies.
- Pay for "hardening" and other improvements to bridges or other potentially vulnerable points in the transportation system.

***Consistency: although security is not directly addressed in the RTP, increased attention will no doubt lead to higher costs.***

**3) Multi-Modal Policy Issues**

**a) Expanded funding to address endangered species issues.**

**Background:** New restrictions and capital requirements resulting from Endangered Species Act (ESA) designations and other federal natural resource protection requirements are substantially increasing the cost of transportation infrastructure construction and maintenance particularly for bridges. Ditches and culverts are no longer viewed simply as a means of conveying water; they are also water quality facilities and either barriers or facilitators of fish migratory movements. Any improvements made within our public rights-of-way must enhance habitat and water quality. The ESA and Clean Water Act (CWA) provide no funding for the required system improvements.

For example, Clackamas County estimated that there are 975 culverts that are barriers to fish migration and salmon-recovery efforts. Many of these culverts have to be replaced or retrofitted with baffles to slow water flow allowing for passage of all life stages of salmonids. Using an average cost estimated of \$93,000 per culvert replacement, retrofitting all the culverts in the county would cost \$80-90 million.

**Analysis:** Over 20 federal statutes impose a variety of environmental mandates on the construction, repair, and maintenance activities undertaken within the federal highway system. A 1995 analysis estimated that added costs due to environmental regulation could be 8 to 10 percent of construction expenditures for federal-aid highway projects. While restrictions are less on state and local roads they are nonetheless considerable.

Multiple environmental benefits can be achieved from conforming road and other transportation projects with ESA requirements. These benefits accrue to the community beyond the transportation benefit in the form of cleaner water, reduced flooding, reduced pollution from urban run off, etc. The cost of providing these additional benefits should be shared beyond the transportation resources.

**Policy Proposal:** TEA-21 reauthorization could provide a new program significantly expand the existing bridge replacement program to address culverts, blocking fish passage or create an add-on to the Public Lands Highway Program for culverts.

***Consistency: the RTP was recently amended to include provisions for "Green Streets" including retrofitting culverts to allow better fish passage. This would provide funding for this purpose.***

**b) Funding Allocation Issues.**

**Background:** With the 2000 Census, there will be a significant increase in the urbanized areas of the country receiving formula allocation of federal transportation planning funds. As many as one hundred new MPOs will be designated in the new bill. In Oregon, two additional MPOs are being formed in Medford and Corvallis. The new MPOs will receive allocations of federal STP and CMAQ funds without reducing the allocations to the existing MPOs regardless of overall federal funding levels. However, unless federal funding increases in the reauthorization, transportation planning fund distributions to the new MPOs will reduce the funding available for existing MPOs.

**Policy Proposal:**

- (a) FHWA Planning funds should be increased from 1- percent take-down to a 2 percent take-down on the categorical programs to reflect the increasing responsibility of MPOs, the increased number of MPOs as a result of population growth and the increased population inside existing MPOs.
- (b) FTA planning funds should be increased commensurate with population growth inside MPOs.

***Consistency: this would allow funding to address transportation planning issues consistent with annual approval of the United Work Program.***

**c) Refocusing of TCSP program.**

**Background:** The Transportation and Community and Systems Preservation Program (TCSP) began as a targeted \$25 million program in TEA-21. It has since been expanded through the earmarking process into \$250 million program that has drifted significantly from its original purpose. TCSP was established to investigate and address the relationships between transportation and community and system preservation and to identify private sector-based initiatives.

Although any project authorized under Title 23 or chapter 53 of Title 49 U.S.C. was made eligible, it was expected that the program would focus on corridor preservation activities necessary to implement transit oriented development plans, traffic calming measures, or other coordinated preservation practices.

**Policy Proposal:** Recommended changes include:

- (a) FHWA and FTA should continue to develop guidance for projects to be funded through the program.
- (b) Publish "best practices" from funded projects. Congress should increase the authorized level of the program to \$250 million, comparable to the FY 2003 appropriations.
- (c) Tighten up statutory language to ensure grants cannot be awarded unless they demonstrate a supportive land use benefit.
- (d) Require an evaluation of the merits of the proposed projects by the Federal Highway Administration and approve funding based upon an evaluation of "Highly Recommended," "Recommended" or "Not Recommended." This should be designed to ensure good projects are recommended for funding, although in a more streamlined manner than the large multi-year contracts under the New Starts and National Trade Corridor Programs.

***Consistency: the TCSP program was designed to recognize efforts like ours to link transportation and land use. However, due to congressional earmarking, we have been unable to access these funds since the first year grant to Pleasant Valley planning.***

**d) Statewide and MPO bicycle program that addresses bicycle travel planning, operations and safety.**

**Background:** Enact a required statewide and MPO bicycle program that addresses bicycle travel planning, operations, safety, and capital construction. The program would also require of the highway, transit, rail, and air programs that bicycle plans resulting

from this initiative be included in an intermodal connection investment strategy required of all modes. The safety program would address a range of issues from integration of auto and bicycle travel to in-school safety training and identification of safe routes to schools for all grade levels. Funding for this requirement would come, in part, from the highway trust fund and could require coordination between school and transportation authorities.

***Consistency: this would affect planning requirements and expand the scope of bicycle-related planning.***

**e) Renew federal support to capitalize State Infrastructure Banks (SIBs), expand flexibility of second-generation funds.**

**Background:** State Infrastructure Banks were authorized in ISTEA as a revolving source of funds for both highway and transit capital improvements. As an original pilot State Infrastructure Bank, Oregon was allowed to capitalize its SIB with federal apportionments. At that time, it was thought that loan funds repaid to the SIB, regardless of source – federal or state – could be reloaned without federal conditions, such as Buy America or Davis-Bacon. TEA-21 altered this. Only four named states are now allowed to capitalize their SIB's with federal funds.

**Analysis:** The limitations included in TEA-21 have a limiting effect on the size of Oregon's SIB and, by extension, the size of projects the bank can finance at low interest rates.

**Policy Proposal:** Lift the limitation on SIB capitalization. Consider changes that allow greater flexibility of reloaned funds.

***Consistency: this would expand this borrowing option for implementation of RTP projects. All projects have a prerequisite that they be reflected in the RTP.***

**f) Columbia River channel deepening project**

**Background:** The Port of Portland is pursuing a project sponsored by the Corps of Engineers and six Oregon and Washington ports to deepen the Columbia River navigation channel from 40 to 43 feet, subject to the necessary environmental approvals. A deeper navigation channel will enable cargo ships to carry larger, more cost-effective loads, yielding significant transportation savings to thousands of shippers in the Pacific Northwest and elsewhere in the United States. The project also includes several environmental features that will improve the Columbia River's habitat and environmental quality.

**Analysis:** Although it is not been addressed in the TEA-21 reauthorization bill, the channel-deepening project continues to be an important transportation priority for the region.

**Policy Position:** Support the channel-deepening project, subject to the necessary environmental approvals.

**Consistency:** *this reaffirms past positions.*

**g) Railroad shared use requirements**

**Background:** Current federal regulations regarding shared use of tracks between freight and passenger rail operations are intended to address safety concerns. However, as currently structured, the regulations pose a significant obstacle to the efficient use of these valuable resources. The Federal Railroad Administration (FRA) model emphasizes train crash standards and prohibitions against operating freight and passenger trains together. Other models for preserving safety while allowing shared use are used in Europe where technology is emphasized.

**Analysis:** The European approach to track sharing regulations emphasizes improved signaling and braking systems to avoid crashes in the first place. European standards deflect the energy of a crash away from passengers, and emphasize braking systems, block signaling systems, speed limits where appropriate, and crumple zones to allow passenger vehicles to absorb the brunt of an impact while protecting passengers and drivers. In comparison, FRA's vehicle safety standards do not speak to locomotive braking, train signaling systems, or speed limits. New authority is needed to facilitate the rules and procedures for permitting shared use of freight rail tracks by Amtrak and commuter rail projects.

**Policy Proposal:** Support increased funding for the Section 130 grade separation program to enhance public safety at grade crossings on public highways. Encourage FRA to examine European models of freight/passenger train control and approve pilot projects to demonstrate the technology-based approach.

**Consistency:** *this would facilitate the Washington County commuter rail project and any future similar projects.*

**h) Streetcar Initiatives**

**Background:** Many communities are expressing an interest in small scale rail based transit lines to serve redeveloping central city areas and connect neighborhoods in a way that is very different from regional rail systems. The existing federal assistance program, Federal Transit Section 5309 "New Starts," is oversubscribed and is governed by an extensive review and approval process that is not necessary or appropriate for low cost and non-intrusive urban streetcar lines.

Until the 1950's, many communities had extensive streetcar systems which served to connect neighborhoods to central city employment, shopping and cultural opportunities. As heavy industry migrates from the central city, major opportunities are created to foster



the development of new, high-density urban neighborhoods. The creation of additional housing in the central city is a key transportation and economic strategy. By absorbing population growth in the central city, valuable farm and forest lands are preserved, the distances that people must travel for employment and other daily needs are greatly shortened, and the environmentally and fiscally costly expansion of the urban interstate highway system can be avoided.

**Streetcar Characteristics:** By definition, streetcars operate in existing public rights of way, often co-mingled with other traffic. Unlike regional light rail projects that connect major centers over long distances, streetcars connect redeveloping neighborhoods and major attractions over relatively short distances. Streetcars typically operate at lower speeds with more frequent stops to serve a dense mixed-use environment. For this reason the vehicles rely more heavily on operator control than complex technological systems. The vehicles' size and scale are respectful of the neighborhood settings in which they operate. Installation of a streetcar line is accomplished with minimal reconstruction within existing streets or rights of way.

**Analysis:** New resources are needed to aid communities in building modern streetcar lines that provide residents and visitors of the central city with a choice in how they move about. For example, a new Portland streetcar line opened in July 2001, demonstrating the ability to capitalize on lower project cost, a minimally disruptive construction process and the opportunity to attract complimentary, mixed-use urban development. The purpose of this proposal is to set forth the context for a new that would assist communities in developing streetcar lines and systems without competing with larger scale, more costly regional fixed guideway projects.

### **Policy Proposal:**

- (a) **New Funding Program:** The region supports the creation of a new streetcar-funding category with added funds. Legislative action to limit the propagation of regulations from the executive branch, limit to the degree possible and responsible NEPA requirements through an umbrella categorical exclusion, authorization for the Secretary to execute full funding grant agreements and such other changes in existing code and regulation as may be required to implement this program.
- (b) **Project Evaluation Criteria:** A new set of project evaluation criteria should be established that is more appropriate to streetcar projects.

Projects should be reviewed solely against the following standards:

- Streetcar projects are intended to be economical and the maximum federal participation should be limited to \$50 million.
- Project sponsors may be transit properties or other units of local general-purpose government.
- The maximum federal share should be limited fifty percent of total project cost. In addition, streetcar projects should require the financial participation in project construction of the owners of real property abutting

the alignment excluding owner occupied residential properties. Property owner participation should be required to ensure that the project recovers a portion of enhanced property values. Property owner participation should have a floor of 10% of construction cost.

- Streetcar projects should demonstrate the availability of development/redevelopment opportunities and complimentary land use policies in close proximity to the alignment. Projects must demonstrate that property zoned to accommodate mixed-use development is available adjacent the alignment.
- Streetcar projects should demonstrate how redeveloping or new neighborhoods on vacant or underutilized land will be connected to each other or major attractors in the central city and with major regional transit services.
  - Project sponsors must provide a detailed operating plan including frequency of service, hours of operation, and stop locations and demonstrate the financial capacity to operate the line.
  - Create under the Federal Housing Act authority for the Department of Housing and Urban Development to contract with urban communities to fund the construction of urban fixed guideways that support the development of housing and the re-development of housing in urban areas by the use of streetcar technology.
  - The projects approved for HUD funding would be ranked according to their support of urban densities and other urban livability criteria. They would not be expected to meet traditional ridership thresholds suggested by USDOT-FTA standards. These projects would be eligible to receive up to \$25 million in FTA Sec. 5309 New Start construction funds regardless of the level of HUD support. They would not be required to meet DOT New Start criteria, and would be exempt from DOT ranking.

***Consistency: expansion of the streetcar system is reflected to a limited extent in the RTP but not with federal funds. In addition, MTIP funding has been allocated to define the transit and bike improvement strategy in the Willamette Shore Corridor to Lake Oswego where a streetcar option would be examined. Creation of a “small starts” federal funding category would facilitate. However, it is not clear that the region should support a “Small Starts” program unless there is significant increases to the “New Starts” program.***

#### **4) Technical Issues.**

##### **a) Shift PMO funding to FTA wide rather than on project-by-project basis.**

Currently Project Management Oversight, FTAs mandated outside project review consultant, is paid out of project appropriations. Often this means that projects receive

less funding than expected based on the congressional appropriation for a given year. This can cause troubling adjustments in budget, expenditure and borrowing. PMO work supports the oversight function of and mandate of the FTA and should be funded out of the agency's budget rather than project-by-project.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**b) Buy America.**

Instead of having the Transit Agencies certify that the products that they meet Buy America, the Bus/Rail manufacturers could certify that the product that they sell meets Buy America. Each manufacturer does the initial work any way, so having the Transit Agency be responsible for certification makes little sense and costs the federal government a lot of money as each transit agency buying vehicles must audit and do the work for the certification. It is mostly the pre-award audit that is costly to the Transit Agencies - the post award, including buy inspections, makes sense for the transit agency to perform from a quality control perspective.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**c) Review of 12-year life for buses.**

Currently, FTA prohibits using federal funds to replace buses less than 12 years old. This requirement does not recognize evolving technology nor does it take into consideration the use of the bus during the 12 years.

When a transit agency tries to participate in forwarding new technology, often the first generation of that technology does not produce the results necessary to maintain operations. Our LNG fleet is good examples. These are 1st Generation LNG buses, which after 8-9 years do not run and we have been unable to get replacement parts as the technology as evolved. They are still listed as 12-year buses and unless we get a waiver from the FTA for both the 12-year life and the pay back for short life, we are on the line for a lot of money to go back to the FTA. This discourages transit agencies from participating in new technology.

Different operating environments age buses in different ways. A small transit agency may only run a bus 25,000 miles per year, 8 hours per day, 5 days per week. We run buses 50,000 miles per year, 20 hours a day, 7 days per week. A more accurate bus life measure would be miles, or hours - or any measure that took in account actual use.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**d) Excess property.**

On projects, other than Westside Light Rail, for which Tri-Met was given a blanket permission to sell excess property, agencies usually have to go through a lengthy Federal process to dispose of unneeded property acquired with federal funds. FTA requires that property be posted for acquisition first by other federal agencies, then by other public agencies. The process can take up to a year.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**e) FTA concurrence.**

Transit agencies are required to get FTA concurrence on the purchase of property over \$250,000; that which is \$50,000 more than appraisal and anytime condemnation is used. All of this takes a great deal of time. FTA will sometimes allow larger transit districts to purchase property without agency concurrence, however the decision is optional and the threshold uncertain. FTA should allow those properties with FFGAs to exercise this discretion on their own since these properties are already under considerable scrutiny by FTA and PMO.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**f) FTA oversight.**

Oversight could be streamlined. Now we have:

- PMO - project management oversight
- FMO - financial management oversight
- PMO - procurement management oversight
- Rail State Safety (and Security) Oversight
- Triennial Reviews

All the above derive out of the same basic 22 or so FTA certification requirements, but transit agencies are subjected to different audits and different audit teams at different times. So it would be less onerous if FTA consolidated the oversight audits, audit teams, and rationalized the schedule/periodicity and relationship among the oversight reviews. At a minimum there could be 3 teams: PMO (project), State Rail Safety, and Triennial. The first two would be continuing and the latter every 3 years.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**g) OMB leveling the playing field.**

Many of the differences between FTA and FHWA are rooted in the OMB circulars regarding the differences in the clients served. FHWA primarily deals with states that are considered to have their own constitutional authority and established procedures regarding financial and legal accountability. Transit agencies, cities, and metropolitan areas have lesser status in the view of OMB, largely deriving their authority from states.

OMB requires more scrutiny by the federal departments administering funds to subdivisions of a state. Reducing oversight where it is not needed, such as where jurisdictions can show a consistent record of sound management of federal funds, would reduce costs and unnecessary delay in project implementation.

***Consistency: this would increase the efficiency of delivering certain RTP projects.***

**5) University Transportation Research Centers**

**Request:** Support enhancement of the Federal University Transportation Centers as part of the reauthorization of the transportation bill.

**Background:** Congress first authorized the creation of University Transportation Centers as part of the Surface Transportation and Uniform Relocation Act of 1987. This initial legislation authorized 10 centers to coincide with the Federal regions. The University Transportation Centers were again reauthorized in ISTEA and TEA-21. Currently TEA-21 authorizes \$158.8 million for grants to 33 centers (regionally designated centers and congressionally specified centers). Research funded through the Centers requires a 50-50 match and is required to meet peer-review standards; in other words, the research done is not opinion or advocacy research.

The Centers designated as “regional centers” are also called Category A centers in the TEA-21 and receive \$1 million per year for research. The level of annual funding for Regional Centers has not changed since 1987, and a variable obligation limit ceiling has reduced current funding to \$870,000. The Congressionally mandated centers fall into three categories:

**Category B:** Received \$300,000 in 1998 & 1999 and \$500,000 for 2000 & 2001 \*There is authorized a limited competition with Category C for the fifth and sixth years Assumption College, Purdue University, Rutgers University, South Carolina State University, University of Central Florida, University of Denver and Mississippi State University, and University of Southern California and Cal State University Long Beach

**Category C:** Received \$750,000 for years of 1998 through 2001 \*There is authorized a limited competition with Category B for the fifth and sixth years Morgan State University, New Jersey Institute of Technology, North Carolina A & T State University, North Carolina State University, San Jose State University, University

of Alabama, University of Arkansas, University of Idaho, and University of South Florida

**Category D:** Received \$2 million per year from 1998 through 2003

George Mason University with University of Virginia and Virginia Polytechnic Institute and State University, Marshall University, Montana State University, Bozeman, Northwestern University, University of Minnesota, and the University of Rhode Island

**Justification and Application to Oregon: Making** University Transportation Centers a priority in Oregon's recommendations for policies in the reauthorization of the transportation bill will benefit the state's transportation and planning programs. Other organizations are calling for increased funding for research. For example, the American Road and Transport Builders Association is recommending increasing the regional center authorization from \$10 million per year to \$30 million per year. Currently PSU receives about \$100,000 a year in funding for transportation research through an affiliation with the Region X Center located at the University of Washington. Support for the program, including increased funding, would provide additional research capacity through one of two ways: 1) Funding could be increased for the Regional Centers; or 2) PSU could be authorized as one of the Congressionally mandated centers and receive money directly.

Each Center is required to have a theme that organizes the research done by faculty. PSU's theme would be Advanced Information Technology, Urban Transit, and Livability, Health, and Transportation.

***Consistency: as proposed, the Portland State University Transportation Research Center would ensure research is independent and peer reviewed. In addition, an oversight committee, which includes representatives from outside PSU, is proposed. With these provisions, an expanded research capability at PSU would help advance innovative policy directions called for in the RTP.***

## Attachment C

### Portland Region Priority Regional Projects for TEA-21 Reauthorization Earmarking

At the September JPACT meeting, there was general agreement on a set of principles for selecting key projects as the region's priorities for reauthorization earmarks, as follows:

1. The region should have a relatively short list of priorities.
2. As a target, the region should seek \$XXX over the six-year period in New Start Funding.
3. As a target, the region should seek \$100 million in various highway earmark categories.
4. All projects must be consistent with the RTP Priority System.
5. Project requests should support and reinforce the land use plans of the region.
6. All project requests must be able to use earmarked funds within the six-year timeframe of the reauthorization bill.
7. The jurisdiction requesting a project earmark must be prepared to deliver an appropriate project within the earmarked funding amount regardless of the level of funding earmarked. Partial earmarks must be supplemented with alternate funding sources or scaled to an appropriate sized project.
8. There must be a strong base of support for the projects from governments, community and business organizations.
9. Members of the delegation must be willing to pursue the project earmark.
10. The overall regional list must be regionally balanced.
11. The adopted regional list will be described as the priorities of the region. Local requests outside of the adopted regional list will be strictly the priority of that jurisdiction.

A. Regional Highway Priorities - A target of about \$100 million is based upon levels earmarked in TEA-21. To date, the following have been identified as potential regional priorities:

- I-5/Delta Park to Lombard .....\$32.8 million
- Highway 217 - TV Highway to Sunset Highway  
(Westside Corridor Final Phase).....\$26.4 million
- Sunrise Corridor - Phase 1  
Preliminary Engineering & Right-of-Way acquisition .....\$32.0 million
- Columbia Blvd. Intermodal Corridor  
(Ramsay Railroad Yard and Air Cargo access) .....\$20.0 million

Total - \$111.2 million (note: this exceeds the expected target of \$100 million requiring the list to be pared down. In addition, it calls into question whether to seek projects of local significance as shown on Attachment D).

**B. Regional Transit Priorities**

1. The South Corridor project is the region's #1 priority for Section 5309 "New Starts" authorization and funding.
2. Continue existing authorization and funding to complete the Interstate MAX project.
3. Continue existing authorization and funding to complete the Wilsonville-to-Beaverton Commuter Rail project.
4. Continue existing authorization for the South/North project from Clackamas County to Clark County.
5. Willamette Shoreline Streetcar – authorization for Preliminary Engineering
6. Bus Replacement
7. The Region also supports Clark County, Washington's request for Alternatives Analysis/PE funding for the Clark County LRT Loop.

C. The region also supports Portland State University's request for designation as a Federal University Transportation Research Center.



**Attachment D**

Regional Livability Priorities (possible candidates)

1. Boeckman Road (Wilsonville)..... \$8.00 Million
2. Lake Road (Milwaukie) ..... \$5.60 Million
3. Gresham Civic Neighborhood LRT Station ..... \$2.70 Million
4. Kenton Feed-and-Seed..... \$2.00 Million
5. Rockwood Town Center ..... \$2.00 Million
6. Bancroft/North Macadam Access ..... \$8.00 Million
7. Sauvie Island Bridge ..... \$25.0 Million
8. Regional Culvert Retrofit – Phase 1 ..... \$5.00 Million
9. Regional Trail Program – Next Phase ..... \$5.00 Million
10. Beaverton Hillsdale/Scholls Ferry/Oleson Rd. .... \$14.4 Million

**ATTACHMENT C**

<b>PROJECTS</b>	<b>COST</b>	<b>POTENTIAL CATEGORIES</b>
<b>A. Regional Highway Priorities</b>		
<u>Congressman Blumenauer's District</u>		
I-5/Delta Park to Lombard	\$32.8 M	Borders & Corridors
Sunrise Corridor-Phase 1 PE/ROW	\$32.0 M	Interstate-4R/Highway Demo
Columbia Corridor-Railyard & Air Cargo	\$20.0 M	Freight Rail Funding
 <u>Congressman Wu's District</u>		
Highway 217 – TV to Sunset	\$26.4 M	Highway Demo
 <u>Congresswoman's Hooley's District</u>		
None	N/A	N/A
 <b>B. Local Livability Priorities</b>		
<u>Congressman Blumenauer's District</u>		
Lake Rd. (Milwaukie)	\$5.60 M	TCSP/Highway Demo
Gresham Civic LRT Station (Gresh/Metro)	\$2.70 M	TCSP/New Starts
Kenton Feed-n-Seed (Metro)	\$2.00 M	TCSP/Highway Demo
Rockwood Town Center (Gresham)	\$2.00 M	TCSP/Highway Demo
Bancroft/N. Macadam Access (Portland)	\$8.00 M	TCSP/Highway Demo
Sauvie Island Bridge (Multnomah Co.)	\$25.0 M	Bridge Discretionary/Highway Demo
 <u>Congressman Wu's District</u>		
Beaverton Hillsdale/Scholls/Oleson (WA Co.)	\$14.4 M	Highway Demo
 <u>Congresswoman Hooley's District</u>		
Boeckman Rd. (Wilsonville)	\$8.00 M	Highway Demo
 <u>All Districts</u>		
Regional Culvert Program (Metro)	\$5.00 M	Highway Demo
Regional Trails Program (Metro)	\$5.00 M	Highway Demo
 <b>C. Regional Transit Priorities</b>		
<u>Congressman Blumenauer's District</u>		
South Corridor		New Starts
Interstate MAX		New Starts
South/North – Clackamas to Clark		New Starts
 <u>Congressman Wu's District</u>		
Wilsonville-Beaverton Commuter Rail		New Starts
 <u>Congresswoman Hooley's District</u>		
Willamette Shoreline Streetcar		New Starts
 <u>Congressman Baird's District</u>		
South/North – Clackamas to Clark		New Starts
AA/PE Funding for Clark Co. LRT Loop		New Starts
 <u>All Districts</u>		
Bus Replacement		Bus
 <b>D. Portland State University</b>		
The region also supports Portland State University's request for designation as a Federal University Transportation Research Center.		Research

COMMITTEE TITLE JPACT

DATE Dec. 12, 2002

NAME	AFFILIATION
<u>Alwyn</u>	<u>Metro</u>
<u>Kay Van Sickle</u>	<u>ODOT</u>
<u>Jim Francesconi</u>	<u>PORTLAND.</u>
<u>Rod Park</u>	<u>Metro Council</u>
<u>Roy Roberts</u>	<u>WASHINGTON County</u>
<u>Larry Haverkamp</u>	<u>Mult. County Cities</u>
<u>Dow Wagner</u>	<u>WSDOT</u>
<u>CRAIG PRIDEMORE</u>	<u>CLARK Co.</u>
<u>Jean Lookingbill</u>	<u>Alt. City of Vancouver</u>
<u>Andy Ginsburg</u>	<u>ODEQ</u>
<u>KARL RONDE</u>	<u>C<sup>3</sup></u>
<u>David Lohman</u>	<u>Port of Portland</u>
<u>MIKE JORDAN</u>	<u>CLACK. Co.</u>
<u>Maria Reje de Stoffey</u>	<u>Multnomah City.</u>
<u>Fred Hansen</u>	<u>TRIMET</u>
<u>Rex Burkholder</u>	<u>Metro Council</u>
<u>Kid Manno</u>	<u>Metro Council</u>
<u>Phil Selinger</u>	<u>TRI MET</u>

COMMITTEE TITLE \_\_\_\_\_

DATE \_\_\_\_\_

NAME

AFFILIATION

Karen Schilling

Multnomah County

John Rife

Clatsop County

Terri L. Bernard

ODOT

Charlotte Lehan

Wilsonville

James Bernardin

Milwaukie

Alice Rumer

CITY OF MILWAUKIE

Kathy Lehto

Washington County

Kathy Busse

Washington County

Mike Oswald

MULTNOMAH COUNTY

Susie Lakeme

Part of Portland

Robin Katz

Port of Portland

Peter F Fry

Central Outside Industrial Council, Portland

Thomas Briggs Markgraf

Cong. Earl Blumenauer

Dick Feeney

TRI-by-God-MET

LA ORNELAS

OH & SU

Daron Nasset

NPBA

THOMAS PEDERSEN

CITY of WAUCOVR

DAVE Miller

C-TRAIL