5-14-1998

Meeting Notes 1998-05-14

Joint Policy Advisory Committee on Transportation

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Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Date: MAY 14, 1998
Day: THURSDAY
Time: 7:30 a.m.
Place: METRO, CONFERENCE ROOM 370A-B

*1. MEETING REPORT OF APRIL 9, 1997 - APPROVAL REQUESTED.

*2. RESOLUTION NO. 98-2648 - AMENDING THE TIP TO AUTHORIZE CMAQ FUNDS FOR EUGENE TO PORTLAND HIGH-SPEED RAIL IMPROVEMENTS - APPROVAL REQUESTED - Andy Cotugno.

*3. METRO AREA COMMENTS ON TRANSPORTATION PLANNING RULE - APPROVAL REQUESTED - Mike Hoglund.

*4. TIP CRITERIA - DISCUSSION - Andy Cotugno.

*5. FHWA/FTA CERTIFICATION - INFORMATIONAL - Andy Cotugno.

*Material enclosed.
DATE OF MEETING: April 9, 1998

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

PERSONS ATTENDING: Members: Chair Ed Washington, Susan McLain and Jon Kvistad, Metro Council; Kay Van Sickel (alt.), ODOT; Dave Lohman (alt.), Port of Portland; Jim Kight, Cities in Multnomah County; Lou Ogden (alt.), Cities in Washington County; Ron Bergman (alt.), Clark County; Ed Lindquist, Clackamas County; Dean Lookingbill (alt.), Southwest Washington RTC; Roy Rogers, Washington County; Karl Rohde, Cities in Clackamas County; Tom Walsh, Tri-Met; Don Wagner, WSDOT; Gary Hansen (alt.), Multnomah County; and Charlie Hales, City of Portland

Guests: Rod Sandoz, Clackamas County; Dennis Mitchell, Jason Tell and Dave Williams, ODOT; Steve Dotterrer, Marc Zolton, Mark Lear, and Elsa Coleman, City of Portland; Gary Katsion, Kittelson & Associates; Meeky Blizzard, Sensible Transportation Options for People; Mary Legry (JPACT alt.), WSDOT; Ron Papsdorf, City of Gresham; Susan Lee, Multnomah County; Bernie Bottomly, G.B. Arrington and Dick Feeney, Tri-Met; Susie Lahsene, Port of Portland; Michelle Giguere, Ball Janik; John Rosenberger, Washington County; Councilor Michael Schaufler (JPACT alt.), Cities in Clackamas County; and Councilor Scott Rice, City of Cornelius

Staff: Mike Burton, Executive Officer; Andy Cotugno, Richard Brandman, Mike Hoglund, Leon Skiles and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington.

MEETING REPORT

Councilor McLain moved, seconded by Councilor Kight, to approve the March 12, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.
RESOLUTION NO. 98-2625 - AMENDING THE MTIP TO APPROVE A SIX-MONTH HIGH-OCCUPANCY VEHICLE (HOV) LANE DEMONSTRATION ON I-5 NORTHBOUND AND ASSOCIATED FINANCING

Dennis Mitchell explained that ODOT is evaluating what can be done to improve the I-5 corridor. He noted that the experience with the Interstate Bridge trunnion repair resulted in a 50 percent change in HOV (two or more persons per car and buses) use and a 40 percent change in bus ridership during the peak time. Following a preliminary screening last year for constructability and possible use, ODOT is proposing a six-month demonstration project for HOV feasibility on the segment of I-5 between Going Street and Delta Park.

Dennis commented on the high volume of traffic at the bridge and the bottleneck at Jantzen Beach. The HOV lane will stop short of the bridge and should enable HOV traffic to bypass a lot of the queue.

Discussion centered on enforcement being key to the success of the project. The HOV lane would be in operation during the p.m. peak time. There has been some indication from C-TRAN that they would increase service between Vancouver and Portland in that corridor during the pilot project.

Some of the next steps include coordination with the I-5 preservation and overlay project; appointing a subcommittee of JPACT to evaluate whether the project was successful and the next steps to be taken; the need for an aggressive public education process explaining the benefits to be derived by an HOV lane; and identifying enforcement issues, requiring funds for enforcement pads and overtime police pay.

Discussion followed on plans following the demonstration project. Dennis commented that it would be determined whether to continue peak period HOV operations, convert the lane permanently to general purpose travel at all times of the day or return the segment to its original condition. Part of the funds are available through preservation and restriping funds for I-5. Kay Van Sickel clarified that this project would not be taking funds away from any other project in the region.

In further discussion, Don Wagner suggested that it would be more beneficial from the Washington state perspective if the HOV lane were run past Marine Drive. He noted that WSDOT is addressing the same issues on their side of the river.

Commissioner Hales felt that a good model was set for making transportation decisions during the I-5 bridge trunnion repair.
He praised it as an example of not spending a lot of time on studies but doing something. He commended ODOT on being innovative and flexible in their effort toward a permanent solution.

The timetable discussed included bids being let in May and the project implemented in either October or November. In response to a question about a potential southbound HOV lane on the Oregon side, it was noted that the Columbia ramp is a physical constraint and the structure would need to be widened. Kay Van Sickel reported that it would be a six to eight-month process before the demonstration got started.

Andy Cotugno pointed out the air quality conformity issue associated with the project. Any project in the MTIP must meet those conformity requirements. This project has an exemption because it is only a six-month demonstration project. Whatever becomes permanent must stay within the air quality cap.

Action Taken: Mayor Ogden moved, seconded by Tom Walsh, to recommend approval of Resolution No. 97-2625, amending the Metropolitan Transportation Improvement Program to approve a six-month high occupancy vehicle (HOV) lane demonstration on I-5 northbound and associated financing. The motion PASSED unanimously.

RETIREMENT OF TOM WALSH

Chair Washington acknowledged Tom Walsh’s recent announcement to retire as Tri-Met’s General Manager and asked about his future plans. Tom noted that he has been at the job for seven years, that it has been a lot of fun, and that he would continue to participate in transportation planning in the future.

HOUSE AND SENATE ACTION ON ISTEA AND ESTABLISHMENT OF REGIONAL POSITION FOR THE CONFERENCE COMMITTEE

Andy commented on the JPACT-approved regional position paper, dated February 26, 1998, taken to Washington, D.C. Handouts were distributed at the JPACT meeting analyzing the differences between the House and Senate-approved bills on ISTEA. A follow-up recommendation position paper reflecting the elements supported by this region has been developed. It describes the major issues and includes an attachment that references the region’s position. Andy noted that Senator Wyden is on the Conference Committee and will be able to help with this reconciliation.

Dick Feeney and Jason Tell identified the key issues being addressed. Jason noted that the first issue relates to the emphasis on the funding formula and how Oregon fares under the House and
Senate proposals. The Senate formula would put Oregon above a 95 percent return. The second issue recognizes the importance of the Federal Lands Highway Program. The third issue dealt with efforts to limit states' ability to levy weight-mile taxes. The last change dealt with reopening of the ISTEA bill in three years. The concern is that it would be disruptive to funding. It could also affect large projects that depend on such funding, such as light rail.

Commissioner Hansen raised an issue in support of the Bridge Program. Multnomah County is proposing that language be included on the charts that reflects that "the region supports retaining ISTEA's Bridge Program." They oppose the penalty because of the use of STP funds.

Mayor Ogden asked whether it would be a significant issue in getting the funding formula changed in the House Bill. Under the Conference process, the formula could be changed. Other committee members also felt it is extremely important.

Andy explained the Conference Committee process, that it will be comprised of House and Senate committee representatives, the fact that it took four weeks to get through the first ISTEA, and the fact that staff are working on these issues to achieve resolution. One bill will surface out of the Conference Committee which then goes back to the House and Senate for a vote. Both bills are being studied and issues identified.

With regard to variable/value pricing, Andy noted that we are supporting up to 15 pilot projects under the Senate version of the bill. Projects being earmarked are in the House bill only. The most important message to send is that we would like to see those demo projects stay. If some could be added, they are noted in our Position Paper, citing completion of the Sunset Highway as an example. If they have to drop any projects, we would ask that they retain the ones we've adopted for funding.

Andy also highlighted policy issues relating to the Land Use Grant Program, CMAQ/Transportation Enhancement funds, Welfare-to-Work Program, NEPA Streamlining and Employee Transit Pass Increase funds. The Senate version was supported with respect to the latter two funds.

Jason Tell commented that not all states can boast a great working relationship between MPOs and their departments of transportation, such as experienced here. On a national level, some states may or may not take advantage of flexible funds. It doesn't affect our relationship with ODOT.
Dick Feeney highlighted the transit funding issues. He spoke of significant increases in the New Starts program but that the competition was also significant. Tom Walsh felt that the Transportation Infrastructure Financing Innovation Act (TIFIA) would become a significant element in making loans work. It is intended for large programs ($100 million or more) or at least 50 percent of the federal allocation in one year. Payments can be deferred for as long as 10 years. The credit supplied is significant. He also noted Tri-Met's support of the New Starts "blanket authority" approach reflected in the House Bill. It was noted that the Letter of Intent will become the Full-Funding Grant Agreement with a 60-day period for the House Infrastructure Bank and the Senate Banking Committee.

Dick commented that the minimum allocation proposal on the Transit Fund dollars contributed would result in a 70 percent return. Tri-Met is opposed to that. Dick felt the issue could return in Conference Committee. Andy asked whether there was support for communicating that position to the Conference Committee.

Dean Lookingbill commented that, from a bi-state perspective, the issue on being a donor state is not obviously supported by the State of Washington. Their representatives (Murray and Metcalf) in D.C. are working with Jason Tell on the issue.

Dave Lohman raised an issue about funds on the highway side -- whether receipt of funds represented a future commitment or obligation for those projects. Andy noted that the Congressional Initiatives list of projects would provide funds for those projects but it is not clear whether they are sufficient to complete those projects.

Commissioner Rogers asked about the next steps for the new ISTEA. Andy noted that Senator Wyden's office is interested in knowing the committee's position and we need to have a dialogue with delegation staff. Contact people for the highway side are Jason Tell and Michelle Giguere (ODOT) and Jeff Boothe and Dick Feeney on the transit side. In further discussion, it was noted that there will be some compromises.

Chair Washington asked that a weekly or mid-course update be provided JPACT members.

Councilor McLain felt that the Position Paper was a reaffirmation of the position taken by JPACT and was supportive of the list. As there are competing lists, she agreed on the need for updates. She cited the importance of JPACT being recognized as a unit and the need to look at the list in terms of its helpfulness to the region.
Commissioner Hansen asked whether there are any issues that could be shared with the Chambers of Commerce or Contractors Association in terms of other concerns. Dick Feeney commented on the budget issues and priorities and thought such meetings might be helpful.

Committee members agreed that they would be willing to have an emergency meeting if the situation on ISTEA becomes critical.

**Action Taken:** Commissioner Rogers moved, seconded by Mayor Ogden, to adopt the April 9, 1998 ISTEA Regional Position Paper. The motion PASSED unanimously.

**SOUTH/NORTH LRT UPDATE**

Richard Brandman presented an update on the status of the South/North LRT project. He reported that the DEIS for the project is complete, commenting that it has been a monumental effort and document. The document has been well received and getting support and praise for being easy to follow.

Richard explained that we are in the middle of the public comment period which will close April 24. There have been five open houses and numerous community meetings. In May, a decision-making process will begin on the available options and a decision made on the option to move forward into the FEIS and then into construction. The South/North LRT project is authorized for construction in the House Bill version of BESTEA.

In discussion, Richard noted that the region is in a partnership with the Federal Transit Administration (FTA) to move forward in serving the transportation needs of the South/North corridor. The South/North LRT project has been highly rated by FTA and is considered one of the top projects in the United States. Richard explained that the project is rated highly in part because of its integration with land use and our financing plans. The local match is incorporated into the capital financing plan.

Key benefits of the South/North Light Rail project were reviewed. Projections include 68,000 trips per weekday being carried, with 40 percent more transit trips than the all-bus option. The light rail is also 33 percent faster than the bus options, saves $50 million in travel time per year for transit and highway users, and has significant energy and air quality benefits.

The South/North LRT project is planned to be constructed in segments. The Minimum Operable Segments (MOS’s) include the Clackamas Regional Center to the Rose Quarter Transit Center, Clackamas Regional Center to N. Lombard, and the Bi-State from Milwaukie Marketplace to Vancouver.
The purpose and need for this project is in response to the growth that has occurred in this region, its future growth and the need for a balanced, efficient transportation system. The amount of congestion in the region is having an economic toll. Richard spoke of a total savings of $50 million per year in the year 2015 in terms of the value of travel time savings, which is based on an FTA formula.

Richard spoke of a rigorous analysis having taken place over several years in which a number of options were selected and compared with an all-bus option. He noted that light rail is significantly faster than putting buses in this corridor and spoke of other intrinsic values of light rail. He commented on major environmental, air quality and energy impacts as well. Richard noted that light rail is an option that would complement other transportation modes. One of the major components of moving forward with light rail transit is its relationship to the 2040 Growth Concept. There is a major relationship of development and redevelopment opportunities on land adjacent to the light rail station areas.

In terms of cost, Richard reported that, during cost cutting last April, the alignment was shortened, some segments deferred and that, because the project would be built over a decade, it would cost about $2.3 billion in actual construction costs, including inflation.

Richard indicated that 80 percent of the comments received have been supportive of the South/North LRT project. He explained to JPACT their role in the decision-making process. The Citizens Advisory Committee and the Project Management Group will forward their recommendation to the South/North Steering Group toward the end of May. JPACT will make its recommendation at its July 9 meeting with Metro Council adoption on July 23. The Portland City Council will be holding its hearings in April.

Visual simulations were placed around the meeting room depicting river crossings, the potential LRT bridge (steel truss bridge), oversight in downtown Portland, the half-mile option in downtown Portland, issues in North Portland (I-5 versus Interstate alignments), the noise berms on I-5 and the potential terminus in downtown Vancouver/Hayden Island.

In response to questions about the accuracy of travel forecasts, Richard spoke of calculations in the 1970 projections being off but felt the questions at hand should relate to current projections, the fact that the models being used today are calibrated to the Eastside light rail experience and considerations pertaining to performance and what we want to achieve. When the Banfield LRT
line opened, it had 19,000 riders. That number has grown to 31,000 today.

Discussion followed on what would have happened to Portland’s economy and air quality considerations if highways had been built rather than rail. Committee members felt it would be useful to have a bulleted summary prepared of the light rail benefits. Richard Brandman indicated it would be prepared for the committee.

INITIATION OF MTIP/STIP PROJECT SELECTION CRITERIA

Andy Cotugno explained that the region is undergoing an MTIP/STIP update. A handout was distributed on the schedule to address concerns and factors relating to the MTIP/STIP Program. TPAC will adopt its recommendation on technical ranking criteria at its May 29 meeting and JPACT will formulate its decision on June 11. A more detailed worksession will be held to develop the criteria. An illustration on how the criteria was utilized over the past six years was distributed.

At issue is whether or not we are picking the right projects and how we want to modify the criteria. Andy asked that JPACT members submit suggestions on criteria they wish for consideration.

The agenda packet included the technical data currently in use. Andy asked JPACT members to contact him if further information was needed. He indicated he would be happy to meet with committee members on a one-to-one basis.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members
PROPOSED ACTION

Approval of this resolution would amend the Metropolitan Transportation Improvement Program (MTIP) to program $1,082,000 of Congestion Mitigation/Air Quality (CMAQ) funds for the purchase and installation of standby power at Union Station and the purchase of two cab-cars for the Pacific Northwest Passenger Rail Program. Both the standby power and the cab-cars would reduce emissions in the Portland airshed and support passenger rail service improvements scheduled to begin in May 1998.

ANALYSIS

The Pacific Northwest Rail Corridor extends from Eugene, Oregon to Vancouver, B.C. Oregon, Washington and British Columbia are working together with AMTRAK, the service operator, to improve passenger rail service incrementally. The latest improvement, beginning in May 1998, is a new round trip train service between Portland and Seattle and travel time savings on existing services between Eugene and Vancouver, B.C.

The purchase and installation of standby power would run onboard passenger services while the trains are in Union Station. Corridor trains use a 440 volt power system to operate onboard equipment such as heating, air conditioning, lighting and refrigeration. When the train is parked in the station, these services are currently run by the locomotive, which continues to run in order to generate the power.

The installation of transformers and power distribution lines to the tracks at Portland Union Station would provide standby power for parked passenger trains to keep onboard services running. The locomotives of these trains could then be turned off. This would reduce emissions from idling trains over 10 hours per day.

Of the $1,082,000 CMAQ funds requested in this resolution, $182,000 would be spent on the standby power.

The new service schedule, beginning in May 1998, requires an extra locomotive on each train in order to complete quicker turnaround at the Seattle and Portland stations. With a
locomotive at each end of the train, the train will be in position for its return trip without turning around. The extra locomotive will increase emissions as more operating locomotives enter, park and depart the Portland Union Station.

This resolution programs CMAQ funds for the purchase of two cab-cars to replace the extra locomotive on each train and reduce emissions. Cab-cars look just like a locomotive but have no engine. The compartment where the diesel engine would have been located has been converted to handle baggage. The cab-cars serve the same function as the extra locomotive without producing emissions. Use of them on the corridor trains will reduce the number of locomotives entering the Portland airshed, reduce idling at the station and dwell time required for trains changing direction. Cab-cars also increase the productivity of the passenger equipment by eliminating positioning movements.

The cost of a cab-car is $450,000, rebuilt from an F-40 locomotive. This resolution includes $900,000 to purchase two cab-cars for the corridor trains serving Portland Union Station.

Authorization of CMAQ funds for this project will not affect the anticipated CMAQ allocation for the Portland Metro region. The CMAQ funds for this project are coming from an allocation at the state level.

The project is within the Portland Metro boundary and is an Air Quality Maintenance Area for carbon monoxide and ozone. Both the standby power and cab-cars are expected to be exempt from conformance determination requirements and eligible for CMAQ funding under FHWA/FTA’s guidance of March 7, 1996. FHWA will make the final determination prior to being added to the STIP.

Calculation of emission reductions shows a benefit from the purchase of the standby power and cab-cars of 37.8 CO kg/day, 154.4 NOx kg/day and 0.63 VOC kg/day, as shown in Table 1. This calculation assumes that the standby power and cab-cars combined will eliminate at least 17 hours of idle time and three hours of running time per day for locomotives.

Table 1

<table>
<thead>
<tr>
<th>Emission Benefits (kg/day)</th>
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<tbody>
<tr>
<td>Standby Power</td>
<td>15.3</td>
</tr>
<tr>
<td>Cab-Cars</td>
<td>22.5</td>
</tr>
<tr>
<td>Total Emission Benefit</td>
<td>37.8</td>
</tr>
</tbody>
</table>
WHEREAS, Congress has designated the Pacific Northwest Rail Corridor which extends from Eugene, Oregon to Vancouver, B.C. through the Portland metropolitan area; and

WHEREAS, The Oregon Transportation Plan and the Portland metropolitan area Regional Transportation Plan support passenger rail service in this corridor as an alternative to motor vehicle use on I-5; and

WHEREAS, Oregon, Washington and British Columbia are working together to improve passenger rail service in this corridor incrementally; and

WHEREAS, New trains will operate in this corridor beginning in May 1998 with resulting improvements in travel times and service frequency; and

WHEREAS, Standby power could run onboard services for parked passenger trains at Union Station and allow the locomotives of these trains to be turned off; and

WHEREAS, Turning off locomotives would reduce emissions in the Portland airshed by 15.3 kg/day of CO, 67.2 NOx and 0.01 VOC kg/day; and

WHEREAS, The new improved service schedule requires an extra locomotive on each train to reverse trains at Portland and Seattle; and

WHEREAS, Cab-cars function as an extra locomotive in
reversing the trains but do not have diesel engines; and

WHEREAS, Replacing the extra locomotive on each train by a cab-car would reduce emissions in the Portland airshed by 22.5 CO kg/day, 87.2 NOx kg/day and 0.62 VOC kg/day; and

WHEREAS, Congestion Mitigation/Air Quality funds of $1,082,000, including the local match, are available from the non-regional CMAQ allocation for the purchase of standby power and cab-cars; and

WHEREAS, That an amendment to the MTIP is needed to program the CMAQ funds for use within the Portland metropolitan area; now, therefore,

BE IT RESOLVED:

1. That the Metropolitan Transportation Improvement Program (MTIP) is amended to program $1,082,000 of Congestion Mitigation/Air Quality funds in federal Fiscal Year 1998 for the purchase of standby power and two cab-cars for the Pacific Northwest Passenger Rail Project.

2. That Metro staff are directed to request appropriate amendment of the State Transportation Improvement Program (STIP) and are authorized to execute administrative adjustments needed to implement the project.

ADOPTED by the Metro Council this ____ day of ___, 1998.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel
Subject: Business strategies

> Tribal Wisdom
>
> Dakota tribal wisdom says that when you discover you are riding a dead horse, the best strategy is to dismount. However, in business, we often try other strategies with dead horses, including the following:
>
>1. Buying a stronger whip.
>2. Changing riders.
>3. Saying things like "This is the way we always have ridden this horse."
>4. Appointing a committee to study the horse.
>5. Arranging to visit other sites to see how they ride dead horses.
>6. Increasing the standards to ride dead horses.
>7. Appointing a tiger team to revive the dead horse.
>8. Creating a training session to increase our riding ability.
>9. Comparing the state of dead horses in today's environment.
>10. Changing the requirements to declare that "This horse is not dead."
>11. Hire contractors to ride the dead horse.
>12. Harnessing several dead horses together for increased speed.
>13. Declaring that "No horse is too dead to beat."
>14. Providing additional funding to increase the horse's performance.
>15. Doing a cost-benefit analysis to see if contractors can ride it cheaper.
>16. Purchasing a product to make dead horses run faster.
>17. Declaring the horse is "better, faster, and cheaper" dead.
>18. Forming a quality circle to find uses for dead horses.
>19. Revisiting the performance requirements for horses.
>20. Saying the horse was procured with cost as an independent variable.
>21. Promoting the horse to a supervisory position.
March 18, 1998

TO: Interested Persons

FROM: Bob Cortright
Transportation Planning Coordinator

SUBJECT: PROPOSED AMENDMENTS TO THE TRANSPORTATION PLANNING RULE (OAR Division 660-012)

The Department of Land Conservation and Development is proposing amendments to the Transportation Planning Rule (TPR) (OAR Division 660-012). Notice and Fiscal Impact Statements for the proposed amendments are attached.

Proposed Amendments for Metropolitan Areas
The proposed amendments primarily affect the state's four metropolitan areas -- Portland, Salem, Eugene and Medford. The amendments relate to requirements in the TPR that metropolitan areas adopt plans to achieve a reduction in vehicle miles traveled (VMT) per capita over the next 20 years; to parking plans and related requirements. A summary of the proposed amendments is attached. The Department Staff report, also attached, includes the text of the proposed changes, supporting rationale and a summary of LCDC subcommittee discussion related to the changes.

Proposed Amendments with Statewide Applicability
Three proposed amendments will affect both metropolitan and non-metropolitan areas. Two are minor wording changes relating to the terms "rural community" and "level of service." The third relates to standards for review of plan amendments and is of broader interest.

Review of Plan Amendments
Section 060 of the TPR currently requires that local governments review individual plan amendments and zone changes that "significantly affect" the transportation system and assure that there is adequate planned capacity to support the proposed land use. DLCD is proposing two changes to Section 060 that would apply statewide. Recommendation #7 in the staff report proposes a new subsection (6). It would require that plan amendments which rezone land to commercial use address local circulation planning (local streets, bikes, pedestrians) required in other parts of the TPR. Recommendation #9 proposes that
plan amendments be subject to 060's balancing test (i.e. to assure that there is adequate planned capacity to support the proposed uses) if they would allow uses which are more intense than those “reasonably expected to occur” under existing designations. This would be a change from the current standard which, in effect, only requires balancing if a proposed plan amendment would allow a use which is more intense than any allowed by the existing plan and zone designations. The change would close a loophole which allows applicants to avoid addressing transportation capacity issues by assuming that an unrealistically high density of development will occur under existing zoning. The Department is also considering options to the proposed amendment.

**Definition of Rural Communities**
The TPR, adopted in 1991, preceded the Commission's Unincorporated Communities Rule. Some confusion has been created because Section 045 of the TPR uses the term “rural community” differently than the term is used in the Unincorporated Communities Rule. To make the two rules consistent, the Department is proposing to amend the TPR to use the term “unincorporated communities” in place of “rural communities”.

**Substitution of “Performance Standards” for “Level of Service”**
“Level of Service” is a commonly used measure of transportation facility performance. The term is used in several portions of the rule. The Department is proposing to change substitute a more generic term “performance standards” to allow level of service as well as other measures of transportation system performance to be used.

**Schedule for Public Review and Comment; LCDC Subcommittee**
The Commission will hold public hearings on the proposed rule amendments at its May 28-29 and July 16-17 Commission meetings. Written comments on the proposed rules should be provided to the Department on or before May 8, 1998. Comments received after May 8, 1998 will be provided to the Commission, but will not be available in the information packet that is provided to the Commission in advance of the May 28-29 meeting.

Proposed rule language was developed by Department of Land Conservation and Development staff working under the direction of LCDC’s Transportation Subcommittee. The Subcommittee may meet again prior to the Commission’s scheduled hearings to develop further refinements to the proposed rule amendments. If you would like notice of such a meeting, should it occur, or a copy of any further rule revisions, please contact Ms.Victoria Schiller, DLCD’s Rules Coordinator, at (503)373-0071.

**For Further Information**
The attached staff report includes the text of proposed amendments. A text only version of the proposed amendments is also available. The “text only” version includes the
complete text of the existing rule and the proposed changes. (The staff report includes only the relevant subsections of the rule.) If you would like to receive a copy of the “text only” version please contact Ms. Victoria Schiller at (503)373-0071. Questions or comments about the substance of the proposed rule amendments may be directed to Bob Cortright at (503)373-0084 or via e-mail at “bob.cortright@state.or.us”.

Summary of Proposed Transportation Planning Rule (TPR) Amendments

DLCD is proposing several amendments to the state’s Transportation Planning Rule. These amendments respond to a required evaluation of the rule and relate primarily to planning by metropolitan areas to reduce reliance on the automobile and promote compact urban development and increased use of alternative modes of transportation.

- Clarify the Purpose Statement as it relates to Reducing Reliance on Automobiles
  Proposed amendments would add discussion to the purpose statement of the TPR (Section 000) to clarify the intent of requirements in the rule to reduce reliance on the automobile. Changes add more detail regarding increasing availability of alternative modes, promoting compact urban development, managing traffic congestion, and reducing air pollution.

- Define “Vehicle Miles Traveled” The proposed definition clarifies how vehicle miles traveled (VMT) is to be measured. The definition includes automobile travel, and excludes heavy trucks and buses. Only “internal trips” (i.e. trips that begin and end within a metropolitan area) would be counted in measuring VMT.

- Reduce the VMT Standard for the Salem, Eugene and Medford Areas
  Proposed amendments would lower from 10% to 5% the 20 year target for VMT reduction in the state’s smaller metropolitan areas.

- Allow for Alternative Standards to Measure Reduced Auto Reliance in Place of VMT.
  This proposed change would allow MPOs to request that LCDC approve alternative standards to be used in place of VMT reduction. Standards for approval of the alternative standards are included in the proposed amendment.

- Require that Metropolitan Transportation Plans include Policies to Guide Project Selection related to Reducing Auto Reliance.
  Proposed amendments would require metropolitan area TSPs to include policies which guide local funding decisions to select short-term projects to achieve either VMT reduction or an approved alternative standard.

- Require Additional Review of certain plan amendments in Metropolitan Areas that have not met the TPR.
  The proposed change would require that local governments in MPO areas that have not met the TPR review plan amendments to allow additional commercial uses to show that (1) there aren’t reasonable alternative sites already zoned for such uses or (2) that the proposed use results in compact, mixed use pedestrian friendly development.

- Allow metropolitan areas to adopt parking regulations in place of current parking plan requirements.
  The proposed amendment would give MPO areas the option of adopting a set of parking regulations in place of the required 10% reduction in parking per capita. The parking regulations would reduce minimum requirements, add
maximums, encourage use of structured, shared and on-site parking, and provide for layout of large parking lots to facilitate infill and redevelopment in the future.
NOTICE OF PROPOSED RULEMAKING HEARING*

A Statement of Need and Fiscal Impact accompanies this form.

Department of Land Conservation and Development 660
Agency and Division Administrative Rules Chapter Number
Victoria Schiller (503) 373-0071
Rules Coordinator Telephone
1175 Court St NE, Salem, OR 97310-1328
Address

May 28-29, 1998 9:00 am Hearing Room A, State Capitol Bldg LCDC

Hearing Date Time Location Hearings Officer

July 16-17, 1998 9:00 am Hearing Room A, State Capitol Bldg LCDC

Hearing Date Time Location Hearings Officer

Are Auxiliary aids for persons with disabilities available upon advance request? Yes

RULEMAKING ACTION

ADOPT:
Secure approval of rule numbers with the Administrative Rules Unit prior to filing.
Oregon Administrative Rule(s) in Chapter 660 Division 012

AMEND:
OAR 660-012-0000
OAR 660-012-0005
OAR 660-012-0035
OAR 660-012-0040
OAR 660-012-0045
OAR 660-012-0060

REPEAL:
Renumber: Secure approval of the rule numbers with the Administrative Rules Unit prior to filing.

Amend and Renumber: Secure approval of rule numbers with the Administrative Rules Unit prior to filing

ORS Chapters 183, and 197

Stat. Auth.: ORS

Other Authority

ORS 197.040, and 197.245
Stat. Implemented: ORS

RULE SUMMARY
The proposed amendments and adoptions relate to several subjects, including: planning by metropolitan areas to reduce reliance on automobiles and to adopt parking plans or ordinances, and standards for review of certain post-acknowledgment plan amendments as they affect the transportation system. The proposed amendments also include several related amendments to definitions in the rule, and to the definition of rural communities.
Amendments primarily relate to the following rules in Division 12: 000 (Purpose); 005 (Definitions); 035 (Determination of Transportation Needs); 040 (Transportation Financing Plan); 045 (Implementation of the Transportation System Plan); and 060 (Plan Amendments). For organizational clarity, the Commission may also adopt amendments which reorganize the language of the existing and proposed rules in Division 12 to create a new rule.

July 16-17, 1998 (LCDC Hearing)
Secretary of State

STATEMENT OF NEED AND FISCAL IMPACT

A Notice of Proposed Rulemaking Hearing or a Notice of Proposed Rulemaking accompanies this form.

Department of Land Conservation and Development

Agency and Division

In The Matter of

PROPOSED AMENDMENTS TO
OAR 660-012 RELATING TO
TRANSPORTATION PLANNING

Statutory Authority, Statutes Implemented, Statement of Need, Principal Documents Relied Upon, Statement of Fiscal Impact

Statutory Authority: ORS ORS Chapter 197 (specifically ORS 197.245 and 197.040(b) and (c)). These statutes authorize the Land Conservation and Development Commission (LCDC) to adopt statewide planning goals and administrative rules it determines necessary to carry out state law and the goals. In addition to these statutes directed toward LCDC, ORS Chapter 183 and the Attorney General’s model rules of procedure provide guidance for agency rulemaking.

Other Authority:

Statutes Implemented: ORS ORS 197.040 and 197.245

Need for the Rule(s):

The Transportation Planning Rule (TPR) as adopted in May 1991, requires the Land Conservation and Development Commission (LCDC) to evaluate portions of the rule related to reducing reliance on automobiles and parking requirements in metropolitan areas at five year intervals. (OAR 660-012-035(7)) This rulemaking proposes amendments to the TPR in response to the mandated evaluation of these portions of the TPR. The rulemaking also proposes amendments to other sections of the rule arising in part from the evaluation and in part from experience in applying the rule.

The changes related to reducing reliance are needed to better achieve the objectives and requirements of Statewide Planning Goal 12 that transportation system plans avoid principal reliance on any one mode of transportation. In adopting the VMT standard, the Commission understood the need to regularly evaluate both local efforts to achieve the standard and the effectiveness of the standard itself in achieving the objectives and requirements of Goal 12 and related requirements of other statewide planning goals. The proposed revisions respond to experience over the last five years in the development of metropolitan transportation system
plans and additional assessment of the VMT standard. (Related issues and rationale for the specific changes are described in detail in the documents relied upon. See especially the Parsons-Brinckerhof Report and staff reports prepared by the Department of Land Conservation and Development.)

Documents Relied Upon:
The Commission relied upon the following statutes, goals, rules and reports in preparing these amendments:

a. ORS Chapters 183, 197 and 215.

b. OAR Chapter 660, LCDC Administrative Rules.

c. Statewide Planning Goals (cited as OAR 660, Division 15).

d. The Transportation Planning Rule, OAR 660-12-000 through -070, as amended.


Fiscal and Economic Impact:
The proposed rule amendments are not expected to have a fiscal impact. The overall long term impact of the proposed revisions is positive.

The agency does not have studies or other information concerning the specific fiscal impact of the proposed rules. The overall long term economic impact of the proposed amendments to this division should be positive. The proposed rules provide guidance to development of transportation plans to support planned land use.

Statutes also require the agency to assess economic or property interests that will be, or are likely to be, affected by the proposed rule. Once this assessment is completed, the agency is required to assess alternative actions to achieve the lawful governmental purpose with less economic impacts (ORS 197.040).

The proposed rule changes have primarily indirect impact on economic or property interests. Proposed changes may affect local parking requirements and property owners or others seeking to change zoning to allow more intense use of property, especially rezoning land to commercial use. Proposed rule amendments related to parking requirements have
only indirect effects because the proposed amendments add an option to existing rule requirements for local parking plans in metropolitan areas. It is expected that local government’s will select this option where it otherwise reduces burdens associated with this rule. If local governments select this option, off street parking requirements will be reduced and developers will have more options for providing required parking. This added flexibility should allow developers to reduce costs. Requirements to lay out larger parking lots may increase development costs slightly.

There are few alternative methods to in use to avoid an oversupply of parking. Other methods might include taxes or fees on parking that cause a reduction in the provision of parking. These methods are not in general use in the United States. Public regulation of parking supply through zoning is widely practiced and generally well accepted and is the most workable method to achieve this objective. The proposed rules do not establish requirements which directly affect either small or large businesses. The proposed rule modifies existing requirements which direct local governments in metropolitan areas to plan for reduced reliance on the automobile and to develop plans which reduce parking as part of a strategy to accomplish reduced reliance on the automobile. Changes to the standards for reducing reliance on the automobile will give local governments more flexibility in developing plans and implementing measures to achieve the objectives of the rule. This should ease requirements that might otherwise be adopted that would affect both large and small businesses.

The proposed amendments would also give local governments alternative ways to meet the rule’s parking plan requirements. The proposed changes would allow and encourage local governments to reduce parking requirements and use shared and on-street parking to meet local parking requirements. Where local governments choose to adopt these changes, the result would be to ease the burden on all new businesses to meet local parking requirements.

Statutory provisions require the agency to estimate the effect of proposed rules on the cost of development of a 6,000 square foot parcel and the construction of a 1,200 square foot detached single family dwelling on that parcel (ORS 183.534). These proposed rules and standards do not have any direct or immediate impact on the development of a 6,000 square foot parcel with a 1,200 square foot single family dwelling on such a parcel. The purpose of the relevant portions of the transportation planning rules, generally, is to guide metropolitan transportation planning to reduce reliance on automobiles through increased availability and convenience of alternative modes of transportation.

By providing metropolitan planning organizations (MPOs) and metropolitan local governments with additional flexibility, the proposed rules should make it easier for local governments to complete planning required by the Transportation Planning Rule (TPR). Local governments in metropolitan areas are currently required to develop and adopt transportation system plans (TSPs) that accomplish a measurable reduction in vehicle miles traveled per capita (VMT) over the next 20 and 30 years. The proposed amendments clarify the VMT standard, reduce and redefine the numerical targets for the standard, and give individual metropolitan areas
the option to develop alternative standards in place of the VMT standard. These changes are expected to both result in a standard that is reasonably attainable, and allow metropolitan areas more flexibility in meeting requirements of the TPR.

Administrative Rule Advisory Committee consulted?:
If not, why?:

The agency has decided not to use an advisory committee. These rules have been developed by the staff at the direction of a subcommittee of Land Conservation and Development Commission. The subcommittee was assisted by members of the Oregon Transportation Commission and advised by a broad range of interested local government representatives and other interested parties. The process for development of the rule amendments included a public evaluation of current rule provisions, a public review of the evaluation by the commission and a series of meetings by the LCDC subcommittee. Interested parties have had an opportunity to participate at each step in this process. Because of the extensive opportunities provided, the use of an advisory committee will not enhance the rulemaking process. In addition, all interests will have an adequate opportunity to present views at the public hearing before LCDC.
TPR Amendment Recommendations

Background

This report outlines recommendations for amendment to the Transportation Planning Rule (OAR 660 Division 12). This document includes text from earlier staff reports on this subject including reports dated November 17, 1997, January 30 and February 20, 1998. It also includes a summary of discussion and revisions resulting from the LCDC Transportation Subcommittee meetings of December 11, 1997, and February 20, 1998.

Changes from the existing adopted rule are shown in regular typeface as underlined for additions and struckover for deletions. Proposed rule amendments also show changes from those included in the January 30 staff report -- New or revised language from the January 30 staff report is shown in bold italic.

1. Retain per capita VMT reduction as the measure for MPO plans to reduce reliance on the automobile.

Rationale

The evaluation demonstrates that VMT reduction remains a reasonable measure for efforts to reduce reliance on the automobile and that shifting to another measure would create unnecessary confusion about the state’s commitment to achieving the TPR's objectives.

Subcommittee Discussion (December 11, 1997)

MPO representatives expressed continuing concerns about use of a VMT standard. Concern was expressed that VMT should be a goal or one of several criteria, not an overriding criteria. Some suggested VMT should be a measure or a goal, but not a standard for approval of MPO plans. MPOs noted that VMT is not measured, it is estimated through models and that there is significant potential for error in models. Models are weak at estimating short bike and pedestrian trips.

Several commentors suggested that the Commission clarify or restate the policy reasons and objectives to be achieved through reducing VMT or achieving reduced reliance on the automobile. Commentors felt this would help focus planning efforts on the underlying objectives rather than the measure itself.
Subcommittee Discussion (February 20)

The subcommittee considered comments that suggested that portions of the purpose statement relating to VMT might over-emphasize this particular aspect of the rule. The Department feels it is appropriate to keep this discussion in the overall purpose statement because several rule requirements relate to this objective and because reducing auto reliance is a major new element of transportation planning encouraged by the rule.

The Department added a reference to reducing emissions of greenhouse gases to the listing of related objectives for reducing auto reliance.

Proposed Rule Amendment

Amend the purpose statement in Section (000) as follows:

Through measures designed to reduce reliance on the automobile, the rule is also intended to assure that the planned transportation system supports a pattern of travel and land use in urban areas which will avoid the air pollution, traffic and livability problems faced by other areas of the country. Land use and transportation patterns that rely too heavily on automobile use have resulted in contributed to a diminished quality of life due to air pollution, traffic congestion, and other problems. This portion of the rule aims to improve the livability of urban areas by promoting changes in land use patterns and the transportation system that make it more convenient for people to walk, bicycle and use transit, and drive less to meet their daily needs. Changing land use and travel patterns will also complement state and local efforts to meet other objectives, including containing urban development, protecting farm and forest land, reducing air, water and noise pollution, conserving energy and reducing emissions of greenhouse gases that contribute to global warming.

Amend 035(4) In MPO areas, regional and local TSPs shall be designed to achieve the following objectives listed in (a)-(c) below for reducing automobile vehicle miles traveled per capita for the MPO area. The VMT target and alternative standards are intended as means of measuring progress of metropolitan areas towards developing and implementing transportation systems and land use plans that reduce reliance on the automobile. It is expected that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling, and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.
2. Clarify the methodology and standards for measuring VMT reduction regarding external trips etc.

Rationale

MPOs have indicated that there are various ways to measure vehicle miles traveled and that the rule should be clarified on this point to avoid ambiguity and potential legal challenges to MPO plans. In addition, the particular definition chosen may affect whether or not the VMT target is attainable or the mix of strategies necessary to accomplish VMT reduction.

Recommendation (November 17, 1997)

The Department recommends adding a definition of "vehicle miles of travel". The definition of VMT would include the following elements:

- Automobile travel. Passenger cars, vans, light trucks, and motorcycles would be included. Commercial vehicles, including buses and heavy trucks, would be excluded. The rule currently refers to "automobile vehicle miles traveled," but does not define the term.

- Travel within MPO boundaries. This would include portions of trips that begin or end within the MPO boundary that are within the MPO. This would exclude pass-through trips --trips with trip beginning and end outside the MPO boundary.

Subcommittee Discussion (December 11, 1997)

There was extensive discussion about whether the VMT standard should include "external trips" -- those with a trip end outside of the MPO boundary. MPOs and ODOT expressed considerable concern about the ability of MPOs to control or affect these trips because a portion of the trip is outside their planning boundaries. MPOs felt that including externals would "penalize" them. Metro acknowledged exurban commuting and suggested adding requirements for Green Corridors and coordination between MPOs and satellite cities. 1000 Friends noted there are things MPOs can do through rideshare and TDM. Gresham’s planner noted that this is a significant issue of growing number of very long "California" commutes. ODOT provided maps of Eugene/Salem area commuting -- 22% of Eugene commutes and 30% of Salem commutes are external. DLCD staff expressed concern that external trips, particularly commuting from nearby cities, are a significant land use and transportation issue. Growth in nearby cities is largely driven by job growth within MPO areas, and is resulting in significant increases in interurban commuting, on state highways. Continuation of these trends is a critically has critically important
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transportation implications.

Subcommittee Discussion (February 20)

The subcommittee agreed with recommendations from MPOs and others to limit the definition of VMT to trips with origins and destinations within MPO boundaries. This means external trips are not included in the calculation of VMT. Commentors and Commissioners agreed that commuting and other travel from outside metropolitan areas, especially from nearby cities, is a critical issue that needs to be dealt with. The subcommittee concluded that the issue would be more effectively addressed through other efforts, such as pending Goal 14 rulemaking or further coordination among ODOT, DLCD, and the affected local governments.

The February 20th “walk-through draft presented by staff included the following clarification about the use of modeling as it relates to truck traffic:

In proposing this change to the definition, the Commission is aware that current transportation models generally do not calculate VMT by vehicle type. The consequence is MPOs must separately estimate the proportion of non-automobile trips in order to calculate VMT for the purposes of this rule. Until better modeling techniques are generally available, this is considered an appropriate method to demonstrate compliance with this requirement.

Proposed Rule Amendment

Revise Section 005 to include a definition of Vehicle Miles of Travel (VMT) as follows:

(34) Vehicle Miles of Travel (VMT): means automobile vehicle miles of travel. 
Automobiles, for purposes of this definition, include automobiles, light trucks, and other similar vehicles used for movement of people. The definition does not include buses, heavy trucks and trips that involve commercial movement of goods. 
VMT includes travel within the MPO boundaries except for pass-through trips (i.e., trips with a beginning and end point outside of the MPO) — VMT includes trips with an origin and a destination within the MPO boundary and excludes pass through trips (i.e., trips with a beginning and end point outside of the MPO) and external trips (i.e., trips with a beginning or end point outside of the MPO boundary). VMT is estimated/calculated prospectively through the use of metropolitan area transportation models. MPOs demonstrate that their regional transportation system plans will comply with the VMT standards in the rule prospectively, through transportation models that estimate future trip and travel patterns, and VMT per capita—
3. Reduce the 20 year VMT reduction standard for the Salem, Eugene, and Medford metropolitan areas to 5%.

Rationale

The three smaller MPOs have expressed serious concerns about their ability to meet the 10% VMT reduction requirement in the rule. Several factors combine to make VMT reduction more difficult in these areas:

- The likelihood of a high proportion of future growth at the periphery of these urban areas, resulting in relatively higher VMT for new development;
- Less well developed transit systems; and
- Relatively small downtowns, with lower densities and less concentration of employment.

Subcommittee Discussion (December 11, 1997)

Downstate MPOs expressed concern that even the 5% standard was unachievable. Several commented that percentage standard does not give MPOs credit for things they have already done to reduce VMT. LCOG expressed concern that there was no demonstration that benefits were worth the costs.

Subcommittee Discussion (February 20)

The Subcommittee considered this recommendation together with Recommendation #4 regarding authorization of alternative standards. Although downstate MPO’s continue to be concerned about the merits or achievability of the reduced VMT target, they are satisfied with the change given proposed rule amendments that allow use of alternative standards.

ODOT presented a composite measure as an alternative to VMT, that would evaluate MPO efforts to achieve underlying policies related to the overall goal of reduced auto reliance (i.e. increasing accessibility by alternative modes, managing traffic congestion, containing urban growth, and reducing energy consumption and vehicle emissions.) The Commission agreed that such a composite measure might be proposed as an alternative standard, but declined to substitute it for the VMT standard in the rule. The proposed rule amendment language is unchanged from the January 30 draft.

Proposed Rule Amendment

Amend Section 035(4) of the TPR to read as follows:
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1. In MPO areas, regional and local TSPs shall be designed to achieve the following objectives for reducing automobile vehicle miles traveled (VMT) per capita for the MPO area:

(a) In MPO areas of less than 1 million population, a 5% reduction within 20 years of the adoption of a plan as required by OAR 660-12-055(1); no increase within 10 years of adoption of a plan as required by OAR 660-12-055(1);

(b) In MPO areas of more than 1 million population, a 10% reduction within 20 years of adoption of a plan as required by OAR 660-12-055(1); and,

(c) Through subsequent planning efforts, a 20% additional 5% reduction within 30 years of adoption of a plan as required by OAR 660-12-055(1).

4. Allow individual metropolitan areas (MPOs and their participating cities and counties) to adopt measures other than VMT reduction to accomplish the rule's requirement for reduced reliance if the MPO can demonstrate that the substitute measure would achieve comparable reductions in automobile reliance.

Rationale

MPO areas have expressed a strong interest in using measures other than VMT to evaluate their progress in achieving a reduction in automobile reliance. This interest is due to several factors: concerns about having reliable ongoing information on VMT, better availability of other information, and local comfort with other measures. The most frequently mentioned "other measures" are mode split (i.e., measuring use of alternative modes) and accessibility (measuring whether mode choices are increasing as a result of changes in both the transportation system and development patterns which make use of alternative modes more convenient).

Recommendation (November 17, 1997)

The Department recommends amending the TPR to allow each MPO to use alternative measures in place of VMT. MPOs would apply to the Commission for approval of an alternative measure. The MPO would have to show that the alternative measure provides a level of reduction in automobile reliance that is comparable to the VMT reduction target and that the alternative measure is accepted by all of the affected local governments. The Commission's approval of an alternative measure would be reevaluated as part of the five-year reevaluation of the VMT requirement and could be rescinded if the MPO does not
achieve interim benchmarks.

Subcommittee Discussion (December 11, 1997)

There was general support for some alternatives to VMT. Most expressed concern about what criteria would be used to judge whether alternative local measures do enough to accomplish reduced reliance. Specific concern was expressed that a reduction comparable to a 5% reduction in VMT would end up being no change to the rule. SKATS suggested different standards for each MPO.

RVCOG suggested a coordinated state-level effort to develop an alternative measure. ODOT and others recommended itemizing the objectives that the reduced auto reliance target is attempting to achieve.

Subcommittee Discussion (February 20)

The subcommittee heard a number of suggestions on this recommendation. Most of the discussion addressed the proposed standards for authorizing use of alternative standards. LCOG expressed concern about the proposed standard which would require MPO's to demonstrate that the alternative measure would not result in an increase in VMT per capita. LCOG is concerned that despite significant efforts towards achieving the rule, it may not be able to meet even a "no increase" standard. The subcommittee directed staff to attempt to develop a way to authorize alternative standards that may increase VMT.

The Department has prepared a revised amendment that addresses this issue. The result of the proposed changes would essentially give MPOs three options for meeting TPR requirements for reduced reliance:

- The revised VMT reduction standard;
- An alternative standard that does not increase VMT per capita; and,
- An alternative standard that does increase VMT where, in effect, all other reasonable efforts to reduce VMT are being undertaken.

The Commission may wish to defer the third option for further consideration as part of its pending Goal 14 policy work. The Transportation Subcommittee has already directed that a possible requirement for metropolitan areas to reevaluate land use be considered as part of the Goal 14 policy work -- see Recommendation 5 below. Discussion related to this recommendation suggests development of a land use “safe harbor”, that would allow MPOs that adopt integrated land use and transportation strategies to be considered to have met the requirements for reduced automobile reliance. Since the third option in the proposed amendment would have essentially the same effect, it may be appropriate to
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defer this part of the proposed amendment (i.e. Subsection (b)) to the Goal 14 policy work.

Proposed Rule Amendment

035(5) The Commission may authorize MPOs to use alternative measures standards in place of the VMT reduction standard in 035 (4) to demonstrate progress towards achieving reduced automobile reliance as provided for in this section.

(a) The Commission shall approve such alternative standards by order upon demonstration by the MPO that: Approval of alternative standards shall be based on the MPOs demonstration that the

(A) Its alternative standard or standard(s) will result in a meaningful reduction in reliance on automobiles considering the following factors:

(B)(A) Achieving the alternative standard will accomplish a significant increase in the availability or convenience of alternative modes of transportation;

(C)(B) Achieving the alternative standard is likely to result in a demonstrable increase in the share of trips made by alternative modes, including walking, bicycling and transit trips;

(D)(E) Achieving the alternative standard is not likely to result in an increase in VMT per capita; VMT per capita is unlikely to increase if the alternative standard is achieved; and,

(E)(D) The alternative standard is measurable and reasonably related to achieving the goal of reduced reliance on the automobile as described in 660-012-000.

(E) Local plans, programs, and actions implemented since 1990 that have already contributed to achieving the objectives specified in (A)-(E) above.

(b) In reviewing proposed alternative standards for compliance with (a) the Commission shall give consideration to regional and local plans, programs, and actions implemented since 1990 that have already contributed to achieving the objectives specified in (A)-(E) above.

(c) Notwithstanding Section (6)(D), the Commission may approve an alternative standard that is expected to increase VMT per capita, if local and regional plans to accomplish the alternative standard will include the following elements:
(A) Changes to land use plan designations, densities, and design standards listed in 035(2)(a)-(e):

(B) A transportation demand management plan that includes significant new transportation demand management measures. The Employee Commute Option (ECO) program in the Portland area is an example of such a program:

(C) A public transit plan that includes a significant expansion in transit service:

(D) Policies to limit major roadway expansions that would encourage or support low-density auto dependent development and travel patterns or that would facilitate interurban commuting by single occupant vehicles; and,

(E) Plan and ordinance provisions that meet all other applicable requirements of this division.

(d)(e) Alternative standards may include but are not limited to:

(A) Modal share of alternative modes, including walking, bicycling and transit trips;

(B) Vehicle hours of travel per capita;

(C) Vehicle trips per capita;

(D) Measures of accessibility by alternative modes (i.e. walking, bicycling and transit);

(E) The Oregon Benchmark for a reduction in peak hour commuting by single occupant vehicles.

(e) Approval of alternative measures shall include:

(A) A commitment by the MPO to evaluate progress towards achieving the alternative standard at regular intervals, not exceeding three years;

(B) The jurisdiction MPO continues to evaluate, monitor and report progress reducing VMT per capita.

(MPO's that receive approval of an alternative standard shall adopt TSP policies to evaluate progress towards achieving the alternative standard at regular intervals, including monitoring and reporting of VMT per capita.)
5. Require that metropolitan jurisdictions revise land use patterns, densities, and design standards to promote development of compact, mixed-use, pedestrian friendly centers and neighborhoods.

Rationale

Changing land use patterns is an essential element of achieving a reduction in automobile reliance. The Portland Metro area is the only MPO likely to meet the VMT target, in large part because it has reconsidered and reconfigured land use plans to promote more compact, transit-oriented development patterns. By contrast, other MPOs (with the exception of Eugene-Springfield) have largely assumed a continuation of current land use and travel patterns based on existing land use plans. These communities expect to make much less progress because the underlying land use pattern limits the effectiveness of transportation strategies that would otherwise support reduced reliance on the automobile.

Recommendation (November 17, 1997)

The Department recommends that the TPR be amended to require local governments to revise their land use plans as part of the strategy to achieve VMT reduction. Under such an amendment, cities and counties would be required to revise their land use and transportation plans to accomplish the following:

a. Designate and plan for compact community centers with a mix of employment, residential, and retail uses so that people can access a number of destinations by walking, or without multiple automobile trips.

b. Plan to accommodate a significant amount of expected population and employment growth to centers by setting minimum densities for employment and residential development in centers and for planning for infill and redevelopment in centers.

c. Plan for community centers and transit oriented developments along major transit routes to reinforce the land use pattern and to support higher levels of transit service.

d. Plan for neighborhood shopping centers, schools, and parks within convenient walking distance of a large percentage of the residents they serve to reduce the number and length of auto trips to such destinations.

Subcommittee Discussion (December 11, 1997)

Metro said if this recommendation is adopted, MPO areas should be given adequate time
to develop revised plans. Several MPOs noted that they do not have direct land use authority. A representative of ICSC said shopping centers encourage less auto travel; a requirement for minimum densities or concentrating development would push development elsewhere. LCOG noted that land use changes have the most benefits over a long period. Several suggested that revisiting land use is better addressed through Goal 14 or broader rulemaking than the TPR.

Revised Staff Recommendation (January 30)

The Department continues to believe that changes to land use patterns are essential to achieving reduced reliance on the automobile. However, reconsideration of land use patterns involves broader urban growth management consideration which relate primarily to Goal 14 and also affect non-metropolitan areas. Consequently, these issues are better addressed in combination with proposed rulemaking under Goal 14.

Consequently, the Department recommends that the Commission add reconsideration of land use patterns to the list of issues that it is evaluating as it undertakes Goal 14 rulemaking. The result of this recommendation would be to expand the scope of the proposed Goal 14 rulemaking to address urban form as it relates to reducing reliance on the automobile. The Department anticipates that the expanded Goal 14 rulemaking would consider the following alternatives:

1. Extending the requirement in Section 035 of the TPR to consider changes to land use plans so that it applies to all metropolitan areas. (Currently, only the Metro area is required to consider changes to land use plans as a means of reducing VMT.)

2. Requiring all metropolitan areas to adopt land use changes that support reduced reliance on the automobile, as outlined in the original staff recommendation above.

3. Amending the TPR to establish a “safe harbor” land use alternative that local governments may meet in place of the VMT target. This approach would add to the list of alternatives in Recommendation 4, by allowing metropolitan areas that adopt an integrated land use and transportation plan and strategy, like the Metro’s 2040 plan, to be considered to have met the rule requirement to accomplish reduced reliance on the automobile. Basically, MPOs would be able to adopt an integrated land use and transportation plan and strategy as a substitute for meeting the VMT target.

An integrated land use and transportation strategy to promote compact, mixed use pedestrian friendly centers and neighborhoods would include the following:

1. Amending land use plans to designate community centers, including transit oriented
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1. Developments (TODs), pedestrian districts and other similar developments. Land use plans would be amended to target future population and employment growth to centers.

2. Plans for centers would include detailed planning and standards for compact, mixed use pedestrian friendly development and include a network of local streets and other improvements needed to promote compact, mixed use, pedestrian friendly development patterns.

3. Develop a transportation plan that includes transportation improvements, measures and strategies that promote and support development in designated centers, and convenient local circulation in designated centers.

Subcommittee Discussion (February 20)

The Subcommittee concurred that this issue should be addressed through pending Goal 14 rulemaking work.

Proposed Rule Amendment

None at this time.

6. Make the federally-required Transportation Improvement Program (TIP) the short-term element of the Transportation Financing Plan required by Section 040 and require that the TIP include criteria to promote reduced reliance on the automobile.

Rationale

Transportation System Plans include a list of projects which are expected to be needed and constructed over a 20-year period. They include a variety of projects, some of which will clearly promote increased use of other modes, and others, particularly major road construction projects, that make automobile travel easier and encourage auto-oriented development and travel patterns. Although TSPs usually include a listing of priority for project construction (short, medium, or long-term), they do not directly regulate the timing or phasing of projects. Decisions about when individual projects get constructed or implemented are made through approval of a three-year Transportation Improvement Program (TIP).

Currently, the TPR applies only to the TSP and not to the TIP. In other words, the TPR
addresses the 20-year list of projects but not the 3-5 year list of projects scheduled for
construction. The result is that MPOs are not required to either consider or give priority
to implementing projects or programs needed to accomplish VMT reduction. However,
Metro has adopted criteria for its TIP that give high priority to funding projects which
implement the 2040 plan; and the plan is a key part of the region's VMT reduction
strategy.

Because MPOs have not yet figured out how to meet the VMT target, and because the
phasing of transportation improvements affects subsequent development and travel
patterns, it is logical to require that MPOs assure that its TIPs contribute to VMT
reduction.

Recommendation  (November 17, 1997)

Amend Section 040 to require that MPOs adopt a Transportation Improvement Program
(TIP) that:
• includes measures which, on balance, make substantial progress towards meeting the
  benchmarks for reduced auto reliance; and,
• gives preference to projects that clearly contribute to reduced reliance on the
  automobile, including projects that support development in centers and projects that
directly or clearly support increased use of alternative modes.

Subcommittee Discussion  (December 11, 1997)

The Subcommittee received conflicting comments on this point. ODOT and MPOs, other
than Metro, oppose this recommendation, while interest groups supported it. ODOT notes
that STIP is not a program affecting land use. MPOs expressed concern that reducing
auto-reliance would override other legitimate objectives. 1000 Friends and Metro
supported the recommendation. Salem was concerned that this would take away flexibility
provided by ISTEA for local decisions. Several questioned why review of individual
actions was necessary if the overall plan was approved. Mark Greenfield suggested
addressing the issue through a short-term element of the TSP.

Subcommittee Discussion  (February 20)

Several commentors expressed continuing concern about unintended consequences of the
proposed amendments on funding decisions. The Subcommittee agreed with a
recommendation that funding decisions should be shown to be consistent with achieving
the standard that the MPO selects for achieving reduced auto reliance.
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Proposed Rule Amendment

Amend Section 040(2):

(2) A transportation financing program shall include the items listed in (a) - (d):

(a) A list of planned transportation facilities and major improvements;

(b) A general estimate of the timing for planned transportation facilities and major improvements;

(c) A determination of rough cost estimates for the transportation facilities and major improvements identified in the TSP.

(d) For MPOs, the transportation financing program shall include a short-term element. The element shall include planned facilities and improvements to be made over the next three to five years and shall be updated every three to five years. The TSP shall include policies to guide selection of projects to be included in the short-term element of the TFP. These policies shall:

(A) Give priority to facilities and improvements that support compact, mixed use and pedestrian-friendly development and increased use of alternative modes; and,

(B) Assure that projects included in the short-term element of the TFP, on balance, contribute to reducing reliance on automobiles.

(d) In metropolitan areas, policies to guide selection of transportation facility and improvement projects for funding in the short-term to meet the standards and benchmarks established pursuant to 035(4)-(6). Such policies shall include consideration and priority for facilities and improvements that support compact, mixed-use, pedestrian friendly development and increased use of alternative modes.

Amend Section 040(5)

(5) The transportation financing program shall implement comprehensive plan policies which provide for phasing of major improvements to encourage infill and redevelopment of urban lands prior to facilities and improvements which would cause premature development of urbanizable areas or conversion of rural lands to urban use.
7. Require metropolitan jurisdictions that have not adopted TSPs or that do not meet interim benchmarks to review individual plan amendments for conformance with VMT reduction objective.

Rationale

Outside the Portland Metropolitan area, it is unclear whether metropolitan areas are making progress towards reducing automobile reliance. The downstate MPOs have either not adopted TSPs or have adopted TSPs that do not meet the VMT reduction requirements. At the same time, local governments in these metropolitan areas are approving plan amendments which expand or extend automobile oriented development patterns. The Commission needs some way to assure that metropolitan local governments make progress towards achieving the objective.

The TPR presently requires MPOs to set 5-year benchmarks for reducing VMT. It does not require review of interim actions for their effect on VMT. In adopting the VMT target, the Commission was careful to establish a broad target (i.e., a 10% VMT reduction) without specifying the specific methods local governments were to use to meet the target. Further, the VMT target does not apply to specific projects or land use decisions. It is an overall standard, applicable to the entire plan, rather than to individual projects or plan amendments. This approach allows for some projects or decisions that increase VMT, because the plan includes a set of actions that, on balance, accomplish the required VMT reduction.

Since it is apparent that local governments will not soon have TSPs that meet the VMT standard, it is appropriate for the Commission to set a standard for interim decisions.

Recommendation (November 17, 1997)

The Department recommends that Section 060 of the rule be amended to require local governments in metropolitan areas that have not met the VMT target to demonstrate that individual plan amendments contribute to reduced reliance on the automobile.

Section 060 should be amended to include both a broad standard that plan amendments contribute to reducing VMT and a list of specific changes that would be considered consistent with this standard. The broad standard would require that changes to land use designations, zoning, and transportation plans contribute to reduced automobile reliance. Plan amendments and zone changes that accomplish the following would be considered to meet this overall standard:

- Implement a mixed-use, pedestrian friendly center designated in an adopted regional growth concept plan, such as the Metro Region 2040 plan.
Proposed TPR Amendments

- Designate and implement a *transit oriented development* or a pedestrian district (both terms are currently defined in the TPR).

- Adopt transportation system plan amendments that designate a network of streets and accessways to provide convenient vehicular, bicycle, and pedestrian circulation as required by 045(3).

- Authorize region serving commercial uses at a *major transit stop* planned consistent with Section 045(4).

- Authorize increased density in an area with a mix of uses and a pedestrian environmental factor (PEF) rating of 9 or more.

Subcommittee Discussion (December 11, 1997)

Many expressed concern about measuring VMT effects of specific projects and felt this could not be done. Several commented that a quantitative measure would be difficult. ODOT suggested DLCD focus instead on specific types of uses or densities. 1000 Friends suggested a broad interim standard like the Clean Air Act's interim requirement towards which interim actions had to be shown to make demonstrable progress.

Revised Staff Recommendation (January 30, 1997)

Staff agrees with commentors that it is difficult to measure and demonstrate whether individual plan amendments accomplish the goal of reduced reliance on automobiles or reduced VMT per capita. Use of such a standard might result in complex and inconclusive debate between technical experts about whether individual projects reduce or increase auto-reliance or VMT per capita. This would not achieve the objective of this recommendation and would unnecessarily complicate and delay the local plan amendment process. The objective of this recommendation is to assure that plan amendments do not perpetuate sprawling, low-density, auto-oriented development patterns.

The problem is most apparent where land along highways or major arterials or at freeway interchanges is rezoned to allow additional commercial development. Although Goal 14 includes requirements intended to result in the "efficient" use of urban land, these appear to have had little affect on plan amendments to allow additional commercial use. Strip commercial development is inefficient both because it uses land at a relatively low-density and because of its affect on the capacity of state highways and major arterials. Strip commercial development generates a lot of local trips on major routes that are intended to accommodate longer distance trips. Spread out pattern of use along arterials and relatively low densities make it necessary to drive from place to place on the strip. Absence of a well-connected network of local streets means people circulating from place to place have to drive on major streets.

March 13, 1998
Several factors suggest that relatively low density auto-oriented commercial development patterns will continue:

- Under Goal 9, local governments have designated sufficient land to meet needs for future commercial uses. The wording of Goal 9 does not prevent a community from designating more land than is needed for commercial use.

- Most cities expect needs for commercial development to be met on newly developed lands rather than through infill or redevelopment in areas currently zoned for commercial uses, especially downtown areas and community centers.

- The availability of larger, undeveloped parcels, and good access at the suburban fringe, especially along sites bordering state highways, makes suburban and urban fringe properties attractive and profitable sites for commercial development. This both encourages development at such locations and encourages property owners to seek zone changes to allow commercial use.

The Department recommends that the Commission amend Section 060 to require that plan amendments that provide for additional commercial development demonstrate that lands presently zoned for commercial use cannot meet identified needs. The purpose of such a requirement would be to encourage efficient use of urban land. The amendment would accomplish this by encouraging local governments to consider development on lands presently zoned for commercial use, as well as opportunities for infill and redevelopment before additional land is zoned for commercial use.

Subcommittee Discussion (February 20)

The Subcommittee heard concerns from both development interests and local governments that the proposed amendment would make some desirable plan and zone changes more difficult, or would at least complicate their approval. Several commentors suggested this recommendation might be better addressed through the pending Goal 14 policy and rulemaking work. Commentors also asked that the Department clarify that Section (5) is intended to apply only within metropolitan areas which have either not adopted TSPs.

The subcommittee also received a suggestion that subsection (5) be limited to broad test that local governments demonstrate that other lands currently designated for commercial use cannot reasonably meet the identified needs. (Subsection 6 would apply to plan amendments in metropolitan and non-metropolitan urban areas and rural communities.) This would assure that local governments address this issue when they consider plan amendments and effectively give them additional discretion to judge whether the facts of a given situation demonstrate that an alternative site is feasible or infeasible.

The Commission asked that staff revise its recommendation to address the concerns expressed. The proposed rule amendment is a short version which establishes an
Proposed Rule Amendment

Amend Section 060 as follows:

(5) Amendments to acknowledged comprehensive plans and land use regulations regarding land outside of designated community centers, which either designate additional land for commercial use or allow more intense commercial uses, shall be based on a demonstration that lands currently designated for commercial use cannot reasonably meet identified needs for commercial uses as provided in (a)-(d) below:

(a) The following plan and land use regulation amendments are not subject to the requirements of this section:

(A) Amendments that allow commercial uses which are incidental and accessory to a primary use, such as small retail uses within an office or industrial park that serve businesses within the office or industrial park, and

(B) Amendments to allow for commercial use as part of a mixed-use development intended to serve the neighborhood.

(b) For the purposes of this section, "designated community centers" includes the following:

(A) Existing central business districts and downtowns;

(B) Areas designated as a central city, regional center, town center or main street in the Metro regional framework plan;

(C) Areas designated in an acknowledged comprehensive plan as a transit oriented development, pedestrian district;

(D) An area designated as a special transportation area as provided for in the Oregon Highway Plan.

(e) Land is "designated for commercial use" when:

(A) The plan or zoning designation on property is changed from a non-commercial to commercial designation; or

(B) A non-commercial zoning classification is amended to include commercial uses or to increase the intensity of allowed commercial uses.

A "non-commercial plan or zoning designation" is one where the primary use allowed by the designation is for purposes other than commercial activity, such as residential, industrial, public, or natural resource use.
Proposed TPR Amendments

(d) In determining whether lands currently designated for commercial use can reasonably accommodate needs for future commercial uses, local governments shall consider the following objectives:

(A) Promote compact, mixed use, pedestrian-friendly development in urban areas and encourage the accommodation of new commercial uses at higher densities (higher floor area ratios), with less off-street parking and with greater use of structured and shared parking, and through more infill and redevelopment, than is occurring in most areas of the state at this time.

(B) Encourage neighborhood commercial uses within convenient walking distance (1/4 mile) of concentrated residential development.

(C) Avoid further strip commercial development along state highways and other major arterial streets.

(D) Regional commercial uses should be accommodated in regional centers located in communities that are the population centers for the region.

(E) Land-extensive commercial uses such as automobile sales, building supply stores and mini-storage, should be accommodated outside of designated community centers.

(5) Local governments in metropolitan areas which have not adopted regional and local TSPs that meet the requirements of this division shall meet the requirements of this section. Amendments to acknowledged comprehensive plans and land use regulations which either designate additional land for commercial use or allow more intense commercial uses, shall be based one or both of the following findings:

(a) Lands currently designated for commercial use cannot reasonably meet identified needs for the proposed commercial uses; or.

(b) The proposed commercial uses support development of a compact, mixed use, pedestrian friendly community center or neighborhood.

(6) Where a comprehensive plan or land use regulation amendment results in additional land being designated for commercial use or more intense commercial use outside of a designated commercial center, the transportation system plan shall be amended as necessary to provide for a network of local street extensions and connections, and bicycle and pedestrian circulation improvements to provide for convenient access between proposed commercial buildings and developments and the surrounding neighborhood consistent with Section 045(3) and (4) of this division.
8. Replace the requirement for a regional parking plan with a requirement that local governments within MPOs amend their ordinances to include parking regulations that more directly support reduced automobile reliance.

Rationale

The Parsons-Brinckerhof Report concluded that the 10% reduction in parking spaces called for in the rule was reasonable and attainable. However, it is less clear that the particular measures being adopted to reduce parking help achieve the overall objective of reduced automobile reliance. The reason is that some specific measures that reduce parking -- in particular, removing on-street parking spaces -- work against the overall objective of reduced automobile reliance. (Both Salem and Medford MPO plans propose elimination of some on-street parking spaces.) Similarly, some measures that increase parking, such as structured parking, can help achieve reduced automobile reliance. The result is that it is not clear that parking practices are necessarily changing in a way that will support either VMT reduction or reduced reliance on the automobile. The Department recommends that the Commission focus the parking reduction requirement more specifically on those measures that clearly complement the goal of reduced automobile reliance.

Parking management can support increased use of alternative modes in several ways:

- Promote structured and shared parking to allow more compact and higher density development. This puts more destinations within convenient walking distance of one another and helps break the physical and psychological habit of needing to drive from one business' parking lot to another.
- Allow on-street parking that can be used by many businesses and other users.
- Reduce parking minimums and set parking maximums to avoid providing excessive or unneeded parking.

Recommendation (November 17, 1997)

Revise Section 045(5)(c) to require local governments in MPO areas to amend their development ordinances to:

a. Reduce minimum off-street parking requirements for all uses.
b. Allow provision of on-street parking, long-term lease parking and shared parking to meet minimum off-street parking requirements.
c. Establish off-street parking maximums as a percentage of minimums; exempt structured parking and on-street parking from parking maximums.
d. Require that large parking lots be laid out as blocks with street-like pedestrian amenities (curbs, sidewalks, landscaping, and pedestrian scale lighting).
Subcommittee Discussion (December 11, 1997)

ICSC representative expressed concerns about workability of shared parking as building tenants change and concern about cost of parking structures. Salem was concerned that this required additional work on a standard that they had already met.

Subcommittee Discussion (February 20)

At the February 20th meeting, staff proposed that new language be added as an option for metropolitan areas to choose in place of the existing rule requirement for a parking plan that accomplishes a 10% reduction in parking. Development representatives expressed continuing concern about the proposed rules, especially requirements for the layout of new parking lots. Concern was expressed that the requirements would result in requiring additional land for parking lots, which would be counterproductive to goals of more efficient land use. The subcommittee agreed that provisions regarding parking lot layout should be clarified. In response the department has recommended language which focuses the requirement on layout as it relates to infill and redevelopment and gives local government somewhat more discretion in developing standards to achieve layouts that will promote infill and redevelopment.

Proposed Rule Amendment

Amend Section 045(5)(c) of the rule as follows:

(c) Implements a parking plan which:

(A) Achieves a 10% reduction in the number of parking spaces per capita in the MPO area over the planning period. This may be accomplished through a combination of restrictions on development of new parking spaces and requirements that existing parking spaces be redeveloped to other uses;

(B) Aids in achieving the measurable standards set in the TSP in response to 660-12-035(4);

(C) Includes land use and subdivision regulations setting minimum and maximum parking requirements; and,

(D) Is consistent with demand management programs, transit-oriented development requirements and planned transit service.

(d) As an alternative to (c) above, local governments in an MPO may instead revise ordinance requirements for parking as follows:

(A) Reduce minimum off-street parking requirements for all uses from 1990 levels;

(B) Allow provision of on-street parking, long-term lease parking, and shared parking to meet minimum off-street parking requirements;
(C) Establish off-street parking maximums:

(D) Exempt structured parking and on-street parking from parking maximums:

(E) Require that large parking lots (i.e., 3 acres or more) be laid out as blocks with street-like amenities (curbs, sidewalks, landscaping, and pedestrian scale lighting):

(F) Require that parking lots over 3 acres in size be laid out in a manner that facilitates infill or redevelopment of the site over time through adoption of standards that address layout of major driveways and utilities, connections to adjoining streets and properties, and provision of street-like features along major driveways (including, curbs, sidewalks, and street trees or planting strips).

(F) Provide for designation of residential parking districts.

9. Revise the definition of plan amendments in Section 060(2) that “significantly affect” transportation facilities to include projects that authorize more intense use than is typically permitted in the current plan designation.

Rationale

Section 060 requires that proposed plan amendments be “consistent with the capacity of planned transportation facilities.” The purpose of this requirement is to assure that changes to land use be supported by adequate planned transportation facilities. Local governments can meet this requirement by limiting the intensity of the planned land use, adding improvements to the “planned” transportation system, or adopting land use measures to reduce trip generation. (See 060(1))

The 060 requirement was adopted in recognition of the fact that land use plans in effect when the TPR was adopted were seriously out of balance with planned transportation facilities. In general, land use plans allow for more intense uses than the transportation system can support. While TSPs are supposed to address this imbalance,—by planning adequate transportation facilities and limiting land uses—the Commission recognized that plan amendments, both in the interim and after TSP adoption, had the potential to put transportation and land use plans out-of-balance. Consequently, 060 requires the review of individual plan amendments for their effect on the balance between land use and transportation.

Uses allowed by existing acknowledged plans are implicitly “grandfathered” by 060. The Commission chose to do this because predictability and certainty provided by acknowledged plans is a major basis for plans that should be respected and preserved.

The Commission also reasoned that plans would be brought into balance through the preparation of transportation system plans over the next five to six years (1991-1997). Consequently, the Commission targeted the requirement to balance land use and
The requirement to balance allowed land use and planned transportation facilities is triggered if a plan amendment would “significantly affect a transportation facility.” LUBA has held\(^1\) that a plan amendment significantly affects a transportation facility only if it allows types or levels of traffic that are more intense than those permitted by the current plan and zoning designations. Because plan and zone designations allow a wide range of uses, this requirement has had mixed results. It applies easily on residentially zoned lands, where the maximum intensity of permitted uses is clearly defined. It works less well on lands planned and zoned for industrial and commercial uses, because the zoning districts allow for a wide range of uses.

Industrial and commercial zoning designations are written broadly to accommodate the range of uses that may occur — from low intensity to high intensity — with the understanding that the overall intensity of use will be much lower than the maximum intensity of use allowed within the zone.\(^2\) For example, some light industrial zones allow for office uses and multi-story buildings — even though most light industrial areas are characterized by warehousing, light manufacturing and single story buildings. The effect is that the TPR allows proponents and local governments to calculate the maximum possible intensity of use permitted by an existing zoning district in deciding whether or not a zone change will affect the transportation system. The result is that it is relatively easy to rezone light industrial property to allow various types of commercial use. The cumulative effect is that lands are being rezoned to more intense uses without addressing whether there is planned transportation capacity to support the proposed uses.

**Recommendation** (November 17, 1997)

The Department recommends the following amendments to address this issue:

a. Change the definition of when a project “significantly affects” a transportation facility in Section 060(2) to include “plan amendments that authorize land uses of greater intensity than the average or typical use permitted in the planning district.”

This would be defined as follows:

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\(^1\) [ODOT v. Clackamas County, 27 Or LUBA 141 (1994)]

\(^2\) Not incidentally, TSPs assume future development based on average or typical uses permitted in particular zones. The result is that plan and zone designations allow much more intense uses than the transportation system is designed to support.
For the purposes of this section, calculations of the types or levels of land uses allowed by existing acknowledged plans shall be the average or typical intensity of use expected in the zone over the planning period considering the following factors:

i. Assumptions in the transportation system plan about trip generation within the area or zoning district;

ii. Assumptions in the comprehensive plan which specify the type or intensity of use intended to occur within the area or district; and,

iii. An estimate of future intensities of use within the district based on: existing plan and zoning designations; existing uses within the zone; recently constructed uses, development practices anticipated over the planning period; and, the potential for infill, redevelopment, and reuse of existing properties.

b. Amend Section 045(2) to require local governments to amend zoning ordinances to limit the intensity of allowed uses to be consistent with the function of planned transportation facilities. This would assure that local governments clearly address and resolve situations where existing plans and ordinances allow uses that would exceed the capacity of planned transportation facilities.

Subcommittee Discussion (December 11, 1997)

Several commentors expressed concern that it would be difficult for local governments to determine the “average” or “typical” trip generation because of the wide variety of uses allowed in different zoning districts. Is the average the average of all of the types of uses allowed or the average of those likely to occur? The result could be to complicate rather than simplify local decision-making in plan amendments.

Subcommittee Discussion (February 20)

Commentors expressed continuing concern that the Department’s rule amendments requirements would be more difficult to apply than the existing requirement. ODOT staff suggested that a simpler approach would be require that all plan amendments show that there is adequate planned transportation capacity to support them. ODOT believes that this approach was what was originally intended -- that is, that every plan amendment should demonstrate that there is adequate transportation capacity to serve the proposed land use -- regardless of whether the proposed uses result in increased traffic over those currently authorized.

While it was agreed that this simplifies application, several concerns were raised:

- Local governments and development interests expressed concern that this approach would complicate or prevent otherwise minor or desirable plan amendments.

• DLCD staff expressed concern that such a change would inadvertently penalize development in downtowns and other prospective "community centers" because such areas tend to have limited roadway capacity to absorb additional development. By contrast, suburban fringe areas are more likely to have excess capacity (existing or planned) to support additional growth. The consequence would be that it would be relatively easier to develop at suburban fringes and more difficult to develop in centers. DLCD suggested exempting "designated centers" if such an approach were used.

The Commission subcommittee expressed an interest in developing a simpler approach to addressing this issue.

Revised Staff Recommendation (March 13)

The proposed rule amendment outlines minor changes to the previous proposed rule amendment. The Department expects to prepare additional options for the Commission’s consideration prior to public hearings on the proposed rule. Possible options to be considered include: (1) retaining the existing rule language; (2) the proposed rule amendment (listed below); (3) requiring all amendments to show there is adequate transportation capacity, and (4) some version of #3 that exempts designated "community centers". The Department invites commentors to address these and other options.

Changes to this section of the rule need to reconcile two apparently competing policy objectives: (1) assuring that proposed plan amendments are consistent with the capacity of planned transportation facilities and (2) encouraging changes to comprehensive plans that promote compact, mixed use, pedestrian friendly development in urban areas. Existing plans generally conflict with both of these objectives: they are (1) highly dependent on the automobile and (2) overtax the planned capacity of the transportation system.

The Department is concerned that requiring all plan amendments to provide "adequate" planned capacity would inadvertently support continuation of the existing land use patterns that the Commission is encouraging local governments to change. ODOT staff has commented that additional development can be authorized in community centers by amending transportation plans to lower the adopted level of service standards for transportation facilities in centers. The Transportation Commission’s "Growth Management Strategy" proposes to expand provisions in the current Oregon Highway Plan to allow such changes in level of service standards. Metro and ODOT are negotiating such a change to accommodate Metro’s 2040 growth management plan.

Proposed Rule Amendment

Amend Section 060(2) by adding a new subsection (e) as follows:
(2) A plan or land use regulation amendment significantly affects a transportation facility if it:

(e). Authorizes land uses that generate peak hour traffic volumes higher than those reasonably expected to occur in the planning or zoning district. Application of this subsection requires an estimate of To apply this subsection, local governments shall estimate the types and intensities of uses expected to occur under the existing plan and zoning designations over the next 20 years; and an estimate of the. They will then calculate typical peak hour traffic associated with this expected future development. The result should be expressed as a number or volume of peak hour trips per acre within a planning or zoning district. This number shall reflect the average for all future uses within the planning or zoning district, rather than the most intense use possible within the district.

The estimate of future uses shall be based on consideration of the following factors:

(A) Assumptions in the transportation system plan about uses and associated trip generation within the area or zoning district;

(B) Assumptions in the comprehensive plan that specify the type or intensity of use intended to occur within the area or district; and

(C) Existing and recently constructed uses within the zoning district, anticipated future uses, and the potential for infill, redevelopment, and reuse of existing properties.

Application of this subsection requires that plan amendment proponents estimate the type and intensity of uses they expect to occur in the relevant planning district under the existing plan and zoning designations, and then calculate the peak hour traffic associated with the expected development. This estimate then becomes the benchmark for determining whether a proposed plan amendment “affects” the planned transportation system and then must subsequently show that there is adequate planned capacity to support the planned land use.

10. Related Issues for Commission Consideration

The Department has identified two other issues for consideration by the Commission subcommittee. These issues are related to implementation of the TPR, but do not follow directly from the 5-year evaluation required by the rule. They nonetheless are important issues related to achieving the objectives of the rule. The Commission may wish to consider them further either as part of the evaluation or separately.

Continuing Imbalance between Land Use and Transportation Plans
A major reason for the TPR was to create a better connection between land use plans and transportation plans. Despite progress in preparing TSPs, an imbalance between land use and transportation plans remains. TSPs do include planned facilities needed to support "expected" growth. Nonetheless, two important inconsistencies remain between land use plans and transportation plans:

First, acknowledged plans and zoning allow much more intense uses than are "expected" by TSPs. This is especially true in areas planned and zoned for commercial and industrial uses. TSPs allocate the projected population and employment growth to different parts of a city or urban area and assume some average level of trip generation. Zoning typically allows uses that are much more intense than what occurs on average.

Second, TSPs are not financially constrained, and virtually all TSPs include planned facilities, especially state-funded highway improvements, that are unlikely to occur even with significant increases in state transportation funding.

We expect that these continuing inconsistencies will cause the imbalance between land use and transportation plans to worsen in the following ways:

- More intense development than is expected in TSPs will be routinely approved because it is allowed by pre-existing plans and zoning.
- Many planned transportation improvements will not be built because adequate funding will not be available;
- Plans will be amended to allow even more intense development, because local governments may rely on "planned" facilities when authorizing plan amendments.

Possible Policy Options

Several options are available to address these issues:

- Amend TPR to include a financial constraint requirement. This would involve having local governments and ODOT to identify the amount of funding reasonably likely to be available for major transportation improvements and require that adopted TSPs be consistent with these limitations.

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The Federal ISTEA does require a "financially constrained" long-range plan for metropolitan areas. MPOs have met this requirement, but also identified either a "preferred" plan or "unmet needs" which express or imply a need for projects beyond those included in the financially constrained plan.

The "financially constrained" MPO plans assume that state gas taxes will rise the equivalent of 25 cents per gallon over the next 20 years.

1. Require local governments to amend zoning ordinances to limit the intensity of allowed uses to be consistent with the capacity of planned transportation facilities. This would be most logically accomplished by adopting “trip based zoning”. Such zoning would regulate new uses based on the number of new trips they generate. As suggested in the proposed amendments to Section 060, this would be the number of peak hour trips per acre in each zoning district (See Recommendation 9). Uses that generate this number or fewer would be allowed. Uses that generate more trips would either not be permitted or would be required to include mitigating measures to either expand capacity or offset or reduce expected trip generation.

Spillover of Metropolitan Growth Beyond MPO Boundaries

A major purpose of the TPR is to address transportation related livability problems in metropolitan areas. Increasingly, problems related to metropolitan growth are spilling over to communities near but outside designated metropolitan areas. What were free-standing small towns ten and twenty years ago are increasingly becoming bedroom communities for metropolitan growth. A major reason for this growth is the proximity of these communities to metropolitan jobs, particularly jobs in the suburban fringe of metropolitan areas. The result is increasing traffic congestion on state highways at the urban fringe and increasing growth and livability problems in neighbor or satellite communities.

The TPR does not currently address this issue directly. Indirectly, it is dealt with through the VMT reduction target, because the portions of trips from neighbor cities within an MPO boundary are counted as part of the metropolitan area VMT. (This may change depending on whether the Commission amends the TPR to include or exclude “external” trips.)

The Department offers the following observations about this issue:

1. Plans of MPOs, ODOT, and satellite city local governments do not appear to deal with it very effectively:

   • Each of the affected governments -- MPOs, satellite cities, and ODOT -- feels it cannot affect or control rate of exurban development. Consequently, each has concluded its only reasonable planning response is to assume exurban development and commuting patterns will continue at past rates.
   • TSPs for these jurisdictions tend to assume that commuting and travel will continue to grow based on past trends. (Metropolitan transportation models don’t directly estimate rate of growth in exurban commuting. All tend to assume that past trends in commuting, based on growth in traffic or census
data, will continue."

- ODOT has adopted a policy that says it will not increase capacity of state highways for commuting from outside urban areas, but how this policy will be applied is unclear.⁵

2. Metro’s 2040 plan attempts to respond to this issue. Metro proposes the designation of “green corridors” to protect the function of highways between MPOs and satellite cities, as well as better coordination between MPOs and local governments.

3. There is a good possibility that exurban commuting and will increase as more jobs are created in suburban areas, and as increasing congestion in metropolitan areas causes the relative accessibility of neighbor cities to improve.

DLCD staff believe that this is a significant growth management issue not clearly addressed by existing statewide planning goals and rules. Growth of such neighbor or satellite cities is a threat to the function of the state highway system and livability of metropolitan areas as well as satellite cities. As commuting and related traffic from outside metropolitan areas grows, traffic congestion along these routes increases. This interferes with the function of state highways to provide convenient long-distance links between regions of the state. It also worsens metropolitan area transportation problems.

Conclusion
Exurban/interurban commuting is a significant problem that no one level of government is well situated to deal with. Addressing it effectively requires coordination among MPOs, ODOT, satellite cities, and affected counties.

Possible Policy Options
The TPR partially addresses this issue. The Commission could choose to address this issue in more detail through the TPR, or address it further through Goal 14 or other policy work. Staff does not believe it would be workable to extend the VMT target to smaller non-metropolitan cities. Most lack the technical and planning capabilities of MPOs. They generally have limited resources and rely on relatively modest transportation models to forecast future travel and land use patterns. Some options are:

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⁵ Action 2C.1 in the Oregon Transportation Plan says that “The State of Oregon shall avoid highway capacity improvements which primarily serve commuters from outside of urban growth and containment boundaries.” ODOT staff believes the policy only applies to commuting from rural lands to urban areas, while DLCD believes it is to be applied to commuting between urban areas.
• Require TSPs in and around metropolitan areas and nearby cities assume that future commuting within MPOs and from neighbor cities to MPOs will be consistent with the Oregon Progress Board benchmark.

• Require population forecasts and allocations to address the state policy to provide a balance between expected jobs and housing: that housing needs should be accommodated within urban area where job growth is expected.

• Amend Goal 14 to say that UGBs may not be expanded to meet housing needs associated with growth in interurban commuting or require coordination between MPOs and satellite cities.

• Extend the Metropolitan Housing Rule to other metropolitan areas and to neighbor cities of metropolitan areas.

• Require metropolitan neighbor cities to plan for compact, mixed-use, pedestrian friendly development.

11. Miscellaneous and Conforming Amendments

1. Amend the reference in Section 045(3) from “rural communities” to “unincorporated communities.”

The TPR adopted in 1991, requires that rural communities meet certain portions of the TPR, including Section 045(3) requirements related to bike and pedestrian circulation. The Commission subsequently adopted a “Rural Communities Rule” which provides additional planning requirements for different types of rural communities. The change will result in consistent use of terms by both rules. The Department proposes to amend 045(3) as follows:

Local governments shall adopt land use or subdivision regulations for urban areas and rural communities unincorporated communities (as defined in 660-022-010(10)) as set forth below.

2. Change the term “level of service” throughout to “performance standards”

In several places in the TPR, the term “level of service” is used. It is a term of art in transportation planning which describes the planned operating condition of a transportation facility or service, especially roads. Level of service is a specific type of performance measure. Transportation plans may use other types of performance measures to define planned operating conditions. The 1991 rule specified “level of service” simply because
this was the performance standard in wide usage at the time. The Department believes
that a more generic reference to performance standards would be consistent with the intent
of the rule and allow local governments, and transportation providers flexibility to adopt
better measures of transportation performance.

| Proposed Changes from “Level of Service” to “Performance Standards” |
|--------------------------|--------------------------|
| **Title**               | **Rule(Section)**        | **Description of Affected Requirement**                      |
| Definitions             | 005(24)                  | Definition of “transportation system management” measures     |
| Plan and Land Use Regulation Amendments | 060(1)(2) | Refers to “level of service” standards in adopted plans as standard for evaluating plan amendments |
| Transportation Improvements on Rural Lands | 065(3)(o) | Requires “other” transportation improvements to be based on standards appropriate for rural needs |
Summary of
Portland Metro Area Comments on the
Proposed TPR Revisions
(for MPAC/JPACT consideration, May 13/14, 1998)

General Comments

- The proposed revisions will result in a more sophisticated TPR that better reflects the state-of-the-art for integrated transportation and land use planning as reflected in the 2040 Growth Concept, Regional Framework Plan, Urban Growth Management Functional Plan, and the Regional Transportation Plan.
- The new rule should align with the extensive work that we have done.

Regional Planning Related Recommendations

Recommendation 1 - Retain per capita VMT reduction as the measure for MPO plans to reduce reliance on the automobile; clarify the reasoning for the standard within the plan.

The Metro area suggested this approach and supports the DLCD staff recommendation to include the reasoning for reduced auto dependence in Section 000 and the reasoning for the VMT measure in Section 035 (4).

Recommendation 2 - Clarify the methodology and standards for measuring VMT reduction; limit VMT calculation to internal trips and exclude heavy trucks and buses.

Again, this recommendation originated from the state's metropolitan planning organizations (MPOs), including Metro, and we support the suggested TPR language revisions. The reasoning was that 1) metropolitan areas have little control over external trips, and 2) it is unknown whether the benefits of reduced VMT for heavy vehicles outweighs the potential economic costs of such an action.

Recommendations 3 and 4 -

- 3. Reduce the 20-year VMT reduction standard for the Salem, Eugene, and Medford metropolitan areas to 5 percent and the 30-year VMT reduction standard to 15 percent for all Metro areas (including Portland).
- 4. Allow individual metropolitan areas to adopt measures other than VMT reduction to accomplish the rule's requirement for reduced auto reliance and establish a three tier TSP approval process.

Recommendation three is consistent with current planning practices. For a number of reasons, most pertaining to size and available land within their UGBs, the other metro areas will have difficulty reducing VMT/capita over the next twenty years. In the Portland area, Region 2040 analysis showed that a range of about 10 to 15 per cent reduction in per capita VMT may be about the maximum achievable with today's planning tools.
Recommendation four establishes a three-tier TPR compliance process:

- Tier 1 - Meet the VMT goal.
- Tier 2 - Adopt other measures, which if achieved, will result in a decline in VMT/capita.
- Tier 3 - Implement programs such as parking ratios, increased densities, design standards, TDM measures, transit expansion, etc. that would reduce reliance on the automobile, but VMT/capita may still be increasing.

**Recommendation 6 - Require that metropolitan transportation plans include policies to guide project selection related to reducing auto reliance.**

We support the language as it ties planning policy to funding decisions and reflects our current Transportation Improvement Program project selection criteria and process. However, TPAC and MTAC did not feel this language is appropriate for local TSPs due to local obligations to preserve the existing system and the categorical limitations on spending local transportation funds.

**Recommendation 8 - Provide alternative compliance procedures to reducing per capita parking.**

The Metro area supports this language, with minor modifications, as it reflects the Metro area direction for parking as contained in the UGMFP.

**Local Planning Related Recommendations**

**Recommendation 7 - Require metropolitan jurisdictions that have not adopted TSPs or that do not meet interim benchmarks to review individual plan amendments for conformance with the VMT reduction objective.**

This recommendation generated significant discussion among Metro area local governments. While the recommendation does not directly apply to regional planning or the RTP, it has local implications for implementation of the Region 2040 Growth Concept.

MTAC and TPAC noted that the requirement would make the rule internally inconsistent, in that the TPR already notes that VMT is a “system” measure. Also, other recommended language is generally superfluous and redundant with other state land use planning requirements. Consequently, the Metro area recommendation is to not adopt the language without further discussion between local governments.

**Recommendation 9 - Revise the definition of plan amendments in Section 060 (2) that “significantly affect” transportation facilities to include projects that authorize more intense use than is typically permitted in the current plan designation.**

MTAC and TPAC discussion focused on defining the phrase “significantly affect.” In general, local area governments did not see this as a problem in the Metro area, and if so, requested that a decision be deferred until there is more discussion with DLCD staff. Therefore, the Metro area recommendation is to drop the proposed language and take more time to develop a solution. MTAC suggested adding that “Metro area local governments feel that the proposed language is impractical and that addressing the 060 requirement in its current form has not been a problem.”
May 8, 1998

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

Subject: Portland Metro Area Comments on Proposed Revisions to the TPR

Dear Mr. Blosser:

These comments on the proposed amendments to the Transportation Planning Rule (TPR) (OAR Division 660-012) are submitted on behalf of the Metro Council and local governments represented through the Joint Policy Advisory Committee on Transportation (JPACT) and the Metropolitan Policy Advisory Committee (MPAC). We thank you for the opportunity to comment.

General Comments

The proposed revisions represent the culmination of more than a year’s review of the TPR. Over that time period, a number of revisions to the rule have been proposed and discussed. The Metro region feels that the proposed revisions that have survived that year-long discussion, if approved, will result in a more sophisticated TPR that incorporates the best lessons learned from statewide transportation and land use planning activities over the last five years.

In particular, the proposed TPR revisions reflect the efforts and results of the Portland metropolitan area’s regional planning efforts over the past five years, many of which were driven by the TPR. These include:

- The complexity of integrated transportation and land use planning that resulted in the Region 2040 Growth Concept.
- The Region 2040 implementation measures related to parking ratios, street design, connectivity, alternative mode split targets, and level-of-service as contained in the Urban Growth Management Functional Plan.
- Regional transportation and growth management policy as contained in the adopted Regional Framework Plan.
- The technical findings from the update to the Regional Transportation Plan.

Specifically, the recommendation to allow alternative performance measures in lieu of the vehicle miles of travel (VMT) per capita goal and the recommendation to allow regulatory parking programs to substitute for the parking reduction target recognizes the significant work on those issues that has been done in the Portland metropolitan area.
We also appreciate the recommendation to discuss integrated transportation/land use planning in other areas of the state as part of Goal 14 (Urbanization) rulemaking. We feel that process can best address inter-regional travel patterns and other "neighbor" city issues.

Finally, we also feel more work is necessary on Recommendation 9 regarding Section 060 (2) of the rule and the definition of "significantly affect" transportation facilities in the context of comprehensive plan amendments. The Metro area local governments struggled with the recommendation and concluded that more work in this area should be done to better define the problem and identify best practices or other actions to address the issue (see also below).

**Specific Comments**

**Recommendation 1 - Retain per capita VMT reduction as the measure for MPO plans to reduce reliance on the automobile; clarify the reasoning for the standard within the plan.**

The Metro area suggested this approach and supports the DLCD staff recommendation to include the reasoning for reduced auto dependence in Section 000 and the reasoning for the VMT measure in Section 035 (4).

**Recommendation 2 - Clarify the methodology and standards for measuring VMT reduction; limit VMT calculation to internal trips and exclude heavy trucks and buses.**

Again, this recommendation originated from the state's metropolitan planning organizations (MPOs), including Metro, and we support the suggested TPR language revisions. The reasoning was that 1) metropolitan areas have little control over external trips, and 2) it is unknown whether the benefits of reduced VMT for heavy vehicles outweighs the potential economic costs of such an action. The Metro area continues to analyze the role of freight and other commercial traffic, including small and personal-use vehicles, within the context of our Region 2040 Growth Concept and the regional economy. As more information becomes available in these areas, the issue can be revisited.

As noted above, we suggest the Goal 14 rulemaking discussions address the issue of integrated transportation and land use planning for other areas of the state. If such planning resulted in revised comprehensive plans and land use actions that minimize inter-regional commuting patterns, we would be amenable to including external trips within our VMT estimates.

**Recommendation 3 - Reduce the 20-year VMT reduction standard for the Salem, Eugene, and Medford metropolitan areas to 5 percent and the 30-year VMT reduction standard to 15 percent (down from 20 percent) for the Portland Metro area and to 10 percent (down from 20 percent) for the other MPO areas.**

This recommendation has little immediate impact on the Portland Metro area, but we support it for two reasons. First, we recognize the other MPO areas are limited in their VMT reduction potential both due to the size and layout of their urban areas and the lack of an integrated transportation land use plan. Second, our Region 2040 analysis showed that a range of about 10 to 15 per cent reduction in per capita VMT may be about the maximum achievable with today's planning tools.
Recommendation 4 - Allow individual metropolitan areas to adopt measures other than VMT reduction to accomplish the rule's requirement for reduced reliance if the MPO can demonstrate that the substitute measure would achieve comparable reductions in automobile reliance.

This recommendation may be key to the region's ability to submit a transportation system plan that complies with the TPR. Despite the best efforts of the Metro area to reduce VMT through Region 2040 implementation, we may fall short of the current VMT target. We will know the answer later this year as the RTP is finalized. In case we don't meet the VMT goal, we would hope to be able to define alternative measures that indicate we have maximized likely VMT reduction over the 20-year planning horizon and have cost-effectively met the policies identified in the Regional Framework Plan. Our alternative modal split target is a measure already incorporated into the Urban Growth Management Functional Plan.

While we support the DLCD recommendation, we would suggest the following new language to 035 (5) (c) (D) to read:

"Transportation policies to limit major roadway expansions that would encourage or support low-density auto dependent development and travel patterns not already designated in local comprehensive plans or regional functional plans."

This language provides consistency with the region's 2040 Growth Concept that recognizes that in areas such as industrial, warehouse, and some employment areas, low-density, auto-dependent land uses are necessary.

Recommendation 5 - Do not, at this time, extend the requirement to other metropolitan jurisdictions to revise land use patterns, densities, and design standards to promote development of compact, mixed-use, pedestrian centers and neighborhoods.

This recommendation does not affect the Portland Metro area. We are completing our integrated land use and transportation planning through the Region 2040 Growth Concept, the Regional Framework Plan, the Urban Growth Management Functional Plan and the RTP update. However, for reasons stated previously, the issue should be discussed further as part of Goal 14 rulemaking.

Recommendation 6 - Require that metropolitan transportation plans include policies to guide project selection related to reducing auto reliance.

This requirement has little impact on our RTP activities as we already tie our RTP short-term (and long-term) plan to give regional priority and funding to projects that implement the Region 2040 Growth Concept. We therefore support the intent of the language modification within the TPR that ties project selection to the required non-auto benchmarks and standards already included in the TPR. However, we think the following language more clearly sets that direction.

\[(d)\text{Regional TSPs shall include policies or criteria to guide selection of projects intended to meet the TSP's identified performance standards consistent with Section 035(5) and to make progress towards interim benchmarks consistent with Section 035 (6).}\]

The requirement should also be limited to requirements for regional TSPs. Local government responsibilities for system preservation and safety; plus the limitations on
most local funding sources could result in unnecessary confusion over local compliance with this requirement.

**Recommendation 7 - Require metropolitan jurisdictions that have not adopted TSPs or that do not meet interim benchmarks to review individual plan amendments for conformance with the VMT reduction objective.**

This recommendation generated significant discussion among Metro area local governments. While the recommendation does not directly apply to regional planning or the RTP, it has implications for local implementation of the Region 2040 Growth Concept. Local comments included the following:

- Whether the rule should even apply to Metro area local governments given the 2040 Framework Plan and the requirements already contained within the Urban Growth Management Functional Plan (UGMFP). Those requirements are directly intended to improve non-SOV mode splits and reduce VMT/capita.
- That the recommendation is addressing non-compliance with the TPR and appears to add another layer of planning activity at a time when most Metro area local governments are busy with both UGMFP and TSP planning. It is both untimely and unnecessary. If it is a measure for non-compliance, local governments suggest that this section of the TPR not become effective until one year following completion of the regional TSP.
- Most local governments already evaluate land availability [recommended subsection 060 (5) (a)]. Again, the recommended requirement may be unnecessary and is already addressed through other statewide planning requirements.
- Some local governments suggested retaining subsection 060 (d) as shown in strikethrough on page 19 of the March 13 version of the recommendations. Others felt that section was too prescriptive for a state rule and exceeded Metro area requirements contained in the UGMFP.

Consequently, the Metro area recommendation is to not adopt the language without further discussion between local governments.

**Recommendation 8 - Replace the requirement for a regional parking plan with a requirement that local governments within the MPOs amend their ordinances to include parking regulations that more directly support reduced automobile reliance.**

The Metro area supports this language as it generally reflects the regional direction for parking as contained in the UGMFP. However, we would suggest one of the two following clarifications be added to the rule in order to ensure consistency between the TPR and our UGMFP:

1. Add to 045 (5) (d) a new sub-section (G) that reads “Local governments may adopt additional parking requirements."
2. Add to 010 (3) the following addition (shown in underline): “It is not the purpose of this division to limit adoption or enforcement of measures to provide convenient bicycle and pedestrian circulation or convenient access to transit or parking programs or regulations that are otherwise consistent with the requirements of this division.”

We also request:
That either the TPR definition section or subsection 045 (d) (A) be clarified to exempt residential parking from the term “all uses.”

That sub (E) on page 22 of the staff report be dropped or revised. The requirement requires street plans for parking areas of three acres or more. Metro’s UGMFP requires local governments to develop street connectivity plans for all vacant land greater than five acres. Consequently, given the proven benefits of a connected street system, we would support a connectivity requirement consistent with Title 6 language of our UGMFP. Any more stringent language specifically oriented toward parking will have minimal benefit in the Portland region. Our experience is that surface parking is not the highest and best use of property and that market forces will likely drive re-development of large surface parking areas. Consequently, no rule language is necessary.

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Regarding the recommended language to calculate what land use activities may “significantly affect” transportation choices, the Metro area recommendation is to drop the proposed language and take more time to develop a solution. As written, many Metro area local governments said they would have difficulty making the language work. Others noted that the calculation issue had not been a problem in their jurisdiction. Still others wondered if the issue was primarily a concern for state highways that need to maintain a through function. As a result, we suggest taking more time and to consider current best practices or methods to measure “significantly affect.” We also recommend that ODOT and DLCD staff consider whether this issue is better addressed through the State Highway Plan access management policies.

Again, we thank you for the opportunity to comment on the recommended rule revisions and note our support for the majority of recommendations. While we support modification to the TPR, we also recognize that the existing rule has played a key role in shaping our region’s future and has been the catalyst for much of our recent work related to Region 2040, the UGMFP and, of course, the RTP. We will continue to support the direction set in the rule and congratulate the Commission and DLCD staff for their diligence in pursuing its statewide implementation. Metro and local area governments look forward to continuing work with the Commission and staff on any outstanding issues.

Sincerely,

Jon Kvistad, Presiding Officer
Metro Council

Ed Washington, Chair
JPACT

Judie Hammerstad, Chair
MPAC
May 21, 1998

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

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Finally, we also feel more work is necessary on Recommendation 9 regarding Section 060
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VMT reduction to accomplish the rule’s requirement for reduced reliance if the MPO can
demonstrate that the substitute measure would achieve comparable reductions in automobile reliance.

This recommendation may be key to the region’s ability to submit a transportation system plan that complies with the TPR. Despite the best efforts of the Metro area to reduce VMT through Region 2040 implementation, we may fall short of the current VMT target. We will know the answer later this year as the RTP is finalized. In case we don’t meet the VMT goal, we would hope to be able to define alternative measures that indicate we have maximized likely VMT reduction over the 20-year planning horizon and have cost-effectively met the policies identified in the Regional Framework Plan. Our alternative modal split target is a measure already incorporated into the Urban Growth Management Functional Plan.

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- MTAC Addition: That the requirement would make the rule internally inconsistent, in that the TPR already notes that VMT is a “system” measure. To review individual plan amendments for their impact on VMT would be impractical and provide little, if any, policy direction within the local review process.
- Most local governments already evaluate land availability [recommended subsection 060 (5) (a)]. Again, the recommended requirement may be unnecessary and is already addressed through other statewide planning requirements.
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Sincerely,

Jon Kvistad, Presiding Officer  Ed Washington, Chair  Judie Hammerstad, Chair
Metro Council       JPACT       MPAC
STIP/MTIP Allocation Process and Criteria

Historical Actions:

1. 1992 – Hillsboro LRT allocation of $22 million State & Regional STP

2. 1992 extension of old “FAU” program to local governments for 2 more years - $6.4 million Regional STP

3. 1993/94 – CMAQ and Enhancement Allocation

4. 1994 STIP “Cut” Process:
   - Cut $137 million of highways
   - Kept $200 million of highways
   - Shifted $34 million from highways to alternatives ($18 million to transit; $16 to 2040 implementation)

5. 1996 Region 2040 Implementation Program Allocation
   - $16 million state funds; $11 million Regional STP
   - integrated state/regional allocation

   - Highway program stretched out 2 more years due to funding shortfalls
   - Unallocated Regional Flex funds allocated to:
     1. $13 million to ODOT flexed projects
     2. $14 million to 2040 implementation
Allocation Process and Criteria:

1. Projects are ranked by mode:
   - Roadway Modernization
   - Roadway Preservation
   - Freight
   - Transit
   - Bike
   - Pedestrian
   - Transportation Demand Management (TDM)

2. “Administrative” considerations are added:
   - Minimum phasing
   - Tie to other projects
   - Local or private overmatch

3. Recommended allocation funds best projects by mode based upon:
   - Support of 2040 objectives
   - Geographic Equity
   - Desire for multi-modal mix
   - Requirement for Air Quality Conformity

(There is no pre-determined sub-allocation to modes)

4. Ranking Criteria
   - Support for 2040 40 points
   - Effectiveness 25 points
   - Cost-Effectiveness 15 points
   - Safety 20 points
   TOTAL 100 points
**Milestones**

The following identifies milestones related to the next TIP update for the years 2000-2003. The purpose is to provide local jurisdictions with an advanced notice of possible key dates in a proposed schedule.

<table>
<thead>
<tr>
<th>Date</th>
<th>Metro Flexible Program</th>
<th>ODOT Highway Program</th>
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</thead>
<tbody>
<tr>
<td>May 19, 1998</td>
<td>Public Notification to Kick-Off Process</td>
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<tr>
<td>June 1998</td>
<td>JPACT Release of Draft Resolution on Criteria</td>
<td></td>
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<tr>
<td>July 7, 1998</td>
<td>Public Hearing on Criteria</td>
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<tr>
<td>July 9, 1998</td>
<td>JPACT Action on Criteria</td>
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<td>July 23, 1998</td>
<td>Full Metro Council Action on Criteria</td>
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<tr>
<td>July/August 1998</td>
<td>Solicit Projects</td>
<td>Identify Candidate Highway Projects</td>
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<tr>
<td>August/September, 1998</td>
<td>Trans Fair/Westside Opening - Public Info on TIP (no action)</td>
<td>OTC Direction on Program Size</td>
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<tr>
<td>September, 1998</td>
<td>Technical Ranking</td>
<td>Technical Ranking</td>
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<tr>
<td>September/October, 1998</td>
<td>Develop Flex Program (optional)</td>
<td>Distribute Draft STIP (including Flex Program Technical Ranking only)</td>
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<tr>
<td>October</td>
<td>J Pact Release Draft Program or Rankings</td>
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<tr>
<td>November/December, 1998</td>
<td>Regional Public Meetings on Draft MTIP/STIP</td>
<td>Statewide STIP Meetings</td>
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<tr>
<td>January, 1999</td>
<td>J Pact Release Draft Program or Rankings</td>
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<td>February, 1999</td>
<td>J Pact/Regional Council Adoption</td>
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<td>March/April</td>
<td>J Pact/Metro Council Adoption</td>
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<tr>
<td>Spring/Summer</td>
<td>Conformity</td>
<td>Conformity/OTC/USDOT Approval if Joint STIP/MTIP</td>
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</table>
Issues:

1. How to incorporate affects of ISTEA update.

2. Should the criteria be revised?
   - Add affordable housing link to 2040 criteria
   - Increase non-SOV emphasis
   - Add criteria relating to Bike-To-Schools
   - Provide incentive to implement Street Design Guidelines
   - Increase emphasis on freight

3. Should there be a formula basis for making allocation between modes?

4. Should there be an integrated State/Regional Allocation or separate allocations?
Portland Regional Funding Allocations: FY 92 - 01
Including Regional Flexible Funds and State Resources

($ millions)

<table>
<thead>
<tr>
<th>State Funds</th>
<th>Congestion Mitigation/ Air Quality (CMAQ)</th>
<th>Transportation Enhancement</th>
<th>Total</th>
<th>Share of Total</th>
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<tr>
<td><strong>LRT System Expansion</strong></td>
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4/6/90
Portland Regional Funding Allocations (pg.2)

($ millions)

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## Portland Regional Funding Allocations (pg. 3)

($ millions)

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| GRAND TOTAL                             | $369.61   | $28.68       | $7.34|    | $405.63| 100.0%        |
ALLOCATE OF STATE AND REGIONAL MODERNIZATION FUNDS
FY 1992 THROUGH FY 2001

- Roads 13%
- LRT System Expansion 14%
- Freight 5%
- Transit 9%
- Frwy 51%
- TDM 2%
- Bike 4%
- Ped 2%
## EXPANDED 2040 CONSIDERATIONS

<table>
<thead>
<tr>
<th>1. Access To:</th>
<th>Is a high proportion of travel on the project link seeking access to:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Central City, Regional Centers, Industrial Sanctuaries</td>
</tr>
<tr>
<td></td>
<td>• Station Communities, Town Centers, Main Streets</td>
</tr>
<tr>
<td></td>
<td>• Employment Areas</td>
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<tr>
<td>Points</td>
<td>Hi Med Lo</td>
</tr>
<tr>
<td></td>
<td>15 11 8</td>
</tr>
<tr>
<td></td>
<td>8 4 0</td>
</tr>
<tr>
<td></td>
<td>4 0</td>
</tr>
</tbody>
</table>

**OR**

<table>
<thead>
<tr>
<th>2. Circulation Within:</th>
<th>Does a project improve <em>mode appropriate</em> circulation within:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Central City, Regional Centers, Industrial Sanctuaries</td>
</tr>
<tr>
<td></td>
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<td>8 4 0</td>
</tr>
<tr>
<td></td>
<td>4 0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. 2040 Target Density:</th>
<th>Does the project serve an area (i.e., TAZ) with a high difference between the Mixed Use Index value in 1994 and 2020?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Delta of Mixed Use Index Value 1994 to 2020:</td>
</tr>
<tr>
<td></td>
<td>High 15</td>
</tr>
<tr>
<td></td>
<td>Medium 8</td>
</tr>
<tr>
<td></td>
<td>Low 0</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>4. Street Design</th>
<th>Does the project improve a designated Boulevard Design district?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Points</td>
<td>5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>5. Affordable Housing</th>
<th>Does the project directly link to creation of assisted housing units?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Points</td>
<td>5</td>
</tr>
</tbody>
</table>

04/23/98
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<thead>
<tr>
<th>ROAD MODERNIZATION</th>
<th>ROAD RECONSTRUCTION</th>
<th>FREIGHT</th>
<th>PEDESTRIAN</th>
<th>BICYCLE</th>
<th>TOD</th>
<th>TRANSIT</th>
<th>TDM</th>
</tr>
</thead>
<tbody>
<tr>
<td>GOAL: Address 2040 Land Use Objectives (40 points)</td>
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</tr>
<tr>
<td>GOAL: Reduce Congestion (25 points) (Project derives from CMS, consistent with 2015 per capita VMT targets) Compares base year V/C Ratio (pm peak hr &amp; direction) against 2015 ratios with and without project.</td>
<td>GOAL: Bring facility to current urban standard or provide long-term maintenance. (25 points) Reward &quot;fair&quot; current pavement and &quot;poor&quot; pavement 10 years into future.</td>
<td>GOAL: Improve connectivity of the freight network (25 points) Connects to intermodal facility, to freight generation area or reduces conflicts for freight modes.</td>
<td>GOAL: Increase Walk Mode Share/Reduce Auto VMT (25 points) What is the project’s potential ridership based on travel shed, existing socio-economic data and existing travel behavior survey data consistent with 2015 modal targets?</td>
<td>GOAL: Increase Non Auto Mode Share (25 points) Will the TOD project increase the number of transit, bike, walk trips over the number that would be expected from a development that did not include these public funds for the TOD project?</td>
<td>GOAL: Increase Modal Share (35 points) Benefits are computed in relation to the 2015 transit ridership target of a project site.</td>
<td>GOAL: Increase Modal Share (35 points) Mode share increase for (transit, bike, walk, shared-ride) or elimination of trip.</td>
<td></td>
</tr>
<tr>
<td>GOAL: Safety (20 points) Accident Rate per Vehicle (Use 1990 ODOT Accident Rate Book)</td>
<td>GOAL: Safety (20 points) Accident Rate per Vehicle (Use 1990 ODOT Accident Rate Book)</td>
<td>GOAL: Safety (20 points) Addresses high accident locations with special emphasis on hazardous road/trail situations.</td>
<td>GOAL: Safety (20 points) Project corrects an existing safety problem. Factors such as traffic volume, speed, road width, proximity to schools, and citizen complaints will be considered in determining critical safety problems.</td>
<td>GOAL: Safety (20 points) Factors include blind curves, high truck &amp; auto volume, soft shoulders, high reported accident rate, high speeds.</td>
<td>GOAL: Increase Density (20 points) Does the TOD project increase the density of land uses within a one-fourth mile radius of transit above the level that would result without public funding of the TOD project?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
May 11, 1998

Mr. Dean Lookingbill
Transportation Director
Southwest Washington Regional Transportation Council
1351 Officer’s Row
Vancouver, WA 98661

Mr. Andy Cotugno
Transportation Director
Metro
600 N.E. Grand Avenue
Portland, OR 97232-2736

Subject: Portland and Vancouver Planning Certification Review - June 8-11, 1998

Dear Messrs. Lookingbill and Cotugno:

This is to confirm two changes to the agenda for the subject certification review. One change is that the Oregon Citizens Session on June 8 will be held at Metro rather than the ODOT Region One office. The other change is that all sessions on June 11 are moved to earlier times that day, with the Joint RTC and Metro Closing Session concluding at 11:15 a.m. These changes were coordinated with RTC and Metro by Messrs. Kappus and Patron, respectively, to ensure they meet your needs, as well as those of the federal review team. Revised agenda pages for June 8 and June 11 are attached. Thank you for your cooperation in these changes.

If you have any questions regarding these changes or any aspects of the certification review, please contact Jonathan Young at 503-326-5544.

Sincerely,

Jonathan Young

[Handwritten signature]

Carl S. Armbrister, Director
Office of Planning and Program Development
Federal Highway Administration

[Stamp] RECEIVED
MAY 3 1998
Enclosure

cc: (all with revised June 8 and 11 agenda)
Jonathan Young, FHWA Region 10 Office
Nick Hockens, FTA Region 10 Office
Theresa Morse, FTA Region 10 Office
Fred Patron, FHWA Oregon Division
Bill Kappus, FHWA Washington Division
Charlie Howard, WSDOT
Dave Williams, ODOT
John Ostrowski, C-Tran
Tom Walsh, Tri-Met
Monday, June 8, 1998
Location: ODOT Region 1, Conf Rm A, 123 NW Flanders, Portland OR, 97209-4037

**Joint Metro and RTC Opening Session:**
FHWA, FTA, Metro, RTC, and other affected agencies (as invited by Metro & RTC)

9:00 am  Introduction to the Planning Certification Review Process  
          Lead: Federal Team

9:15 am  Metro Regional Overview  
          Lead: Metro

9:30 am  RTC Regional Overview  
          Lead: RTC

9:45 am  Joint Issues  
          Lead: Metro and RTC  
          Bi-State Agreements  
          North-South Light Rail  
          Land Use, Modeling, Air Quality Agreements

11:45 am  Break for lunch

**Metro Session:**
FHWA, FTA, Metro, and other affected agencies (as invited by Metro)  
Lead: Federal Team

1:00 pm  Metro responses to corrective actions and recommendations, and updates on topical areas:  
          Agreements  
          Regional Transportation Plan  
          Transportation Improvement Program  
          Congestion Management System

5:00 pm  Adjourn

**Oregon Citizens Session:**
Location for this session only: Metro, 600 N.E. Grand Avenue, Portland, OR 97232-2736  
FHWA, FTA, invited citizens .......
Lead: Federal Team

7:00 pm  Citizens share their perceptions of how accessible, responsive, and representative the MPO planning process is to the needs of the region's citizenry

8:00 pm  Adjourn
Tuesday, June 9, 1998
Location: ODOT Region 1, Conf Rm A, 123 NW Flanders, Portland OR, 97209-4037

Metro Session (cont.):
FHWA, FTA, Metro, and other affected agencies (as invited by Metro)
Lead: Federal Team

8:00 am Metro responses to corrective actions and recommendations, and updates on topical areas:
- Air Quality
- Public Involvement
- Metropolitan Planning Factors

10:45 am Break

Oregon Elected Officials Session:
FHWA, FTA, Metro and elected officials invited by Metro
Lead: Federal Team

11:00 am Elected officials share their perceptions of how accessible, responsive, and representative the MPO planning process is to the needs of the region's local governments

12:00 pm Adjourn

Federal Review Team Meeting:
FHWA and FTA team members

1:30 pm Develop initial findings, conclusions, and recommendations

3:30 pm Break

Metro Closeout Session:
FHWA, FTA, Metro, and other affected agencies (as invited by Metro)
Lead: Federal Team

4:00 pm Present initial findings, conclusions, and recommendations to Metro

5:00 pm Adjourn
Wednesday, June 10, 1998
Location: RTC 1351 Officer's Row, Vancouver, WA, 98661-3856

RTC Session:
FHWA, FTA, RTC, and other affected agencies (as invited by RTC)
Lead: Federal Team
8:00 am RTC responses to corrective actions and recommendations, and updates on topical areas:
Agreements
Metropolitan Transportation Plan
Transportation Improvement Program
Congestion Management System
12:00 pm Break for lunch

Washington Elected Officials Session:
FHWA, FTA, RTC and elected officials invited by RTC
Lead: Federal Team
1:30 pm Elected officials share their perceptions of how accessible, responsive, and representative the MPO planning process is to the needs of the region's local governments
2:30 pm Break

RTC Session (cont.):
FHWA, FTA, RTC, and other affected agencies (as invited by RTC)
Lead: Federal Team
2:45 pm RTC responses to corrective actions and recommendations, and updates on topical areas:
Air Quality
Public Involvement
Metropolitan Planning Factors
5:00 pm Adjourn

Washington Citizens Session:
FHWA, FTA, invited citizens
Lead: Federal Team
7:00 pm Citizens share their perceptions of how accessible, responsive, and representative the MPO planning process is to the needs of the region's citizenry
8:00 pm Adjourn
Thursday, June 11, 1998
Location: RTC 1351 Officer’s Row, Vancouver, WA, 98661-3856

Federal Review Team Meeting:
FHWA and FTA team members
7:00 am Develop initial findings, conclusions, and recommendations
9:00 am Adjourn

RTC Closeout Session:
FHWA, FTA, RTC, and other affected agencies (as invited by RTC)
Lead: Federal Team
9:15 am Present initial findings, conclusions, and recommendations to RTC
10:15 am Adjourn

Joint RTC and Metro Closing Session:
FHWA, FTA, Metro, RTC, and other affected agencies (as invited by Metro & RTC)
Lead: Federal Team
10:15 am Planning Certification Review Closeout on Joint Issues
11:15 am Adjourn
Portland and Vancouver Planning Certification Review
Documents and Information Requested

Please send one copy of the following documents and information by April 24, 1998 to each of the following addressees:

Jonathan Young
Federal Highway Administration
222 SW Columbia St, Suite 600
Portland, OR 97201

Theresa Morse
Federal Transit Administration
3142 Federal Building
915 Second Avenue
Seattle, WA 98174

Fred Patron
Federal Highway Administration
Equitable Center, Suite 100
530 Center Street, NE
Salem, OR 97301

Bill Kappus
Federal Highway Administration
501 Evergreen Plaza
711 Capitol Way
Olympia, WA 98501

Documents and Information Requested
1. Description of MPO Membership and the Planning Area
2. Latest MPO Planning Boundary Changes (describe changes since last review, and provide a map of the current boundaries)
3. Latest Long Range Transportation Plan
4. Latest Transportation Improvement Program (TIP)
5. Latest Transit Development Program
6. TIP Project Selection Procedures
7. Air Quality Conformity Analysis for Plan and TIP
8. Latest Bi-State and Interagency Planning Agreements
   Metro/RTC
   MPO/State
   MPO/Transit Agency
   MPO/Air Quality Agency
   MPO/Local Agencies
9. Congestion Management System Documentation
10. Latest Unified Planning Work Program
11. Summary Documentation of Travel Demand Modeling
12. Major Investment Study (MIS) Guidelines or Procedures
13. Examples of Typical MIS products
14. Description of Officially Adopted Public Involvement Process
15. Other materials that would support agenda item discussions
COMMITTEE MEETING TITLE: SPACT

DATE: 5-14-98

NAME

/ Susan McJan
/ Roy Rogers
/ Jon Cushing
/ Greg Green
/ Mary Legey
/ David Lohman
/ Karl Roule
/ Bob Staley
/ Garry Husson
/ Charlie Hales
/ Rob Drake
/ Ed Washington
/ Jan Kogit
/ Burt Tregay
/ ROY SWEDO
/ Char Duffbach
/ Ed Finame
/ CB Arrington
/ LAM Shaw
/ Ray Walker
/ Scott L. Rice
/ John Charles
/ Ron Papsdorf

AFFILIATION

/ Metro
/ Washington County
/ DFC
/ WSDOT
/ Port of Portland
/ C³
/ Tri-Met
/ MUN
/ Portland
/ CITIES OF WASH. CO.
/ METRO
/ 4. City E - County
/ Clackamas Co.
/ CLACKAMAS Co.
/ Metro
/ ODOT - R掀
/ TRI-MET
/ METRO
/ City of Cornelius
/ ""
/ ""
/ CASCADE POLICY INST.
/ Cities of MUN. Co.
(Corvallis)
<table>
<thead>
<tr>
<th>NAME</th>
<th>AFFILIATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gary Bright</td>
<td>Kittelson &amp; Associates, Inc.</td>
</tr>
<tr>
<td>Elsa Coleman</td>
<td>PDOT</td>
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<tr>
<td>Jamie Garrett</td>
<td>TRI-MET</td>
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<td>Kate Deane</td>
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<td>Susie Lahee</td>
<td>PORT</td>
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<tr>
<td>Steve Dotterree</td>
<td>City of Portland Staff</td>
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<td>Joe Logan</td>
<td>Council</td>
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<td>Howard Harris</td>
<td>DEQ</td>
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<td>Andy Colbo</td>
<td>Mehr</td>
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<td>Mike Hoglund</td>
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<td>Mike Morressey</td>
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