

## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 98-2648 FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO AUTHORIZE \$1,082,000 OF CONGESTION MITIGATION/AIR QUALITY (CMAQ) FUNDS IN FEDERAL FISCAL YEAR 1998 FOR THE PURCHASE AND INSTALLATION OF STANDBY POWER AT UNION STATION AND PURCHASE OF TWO CAB-CARS FOR THE PACIFIC NORTHWEST PASSENGER RAIL PROGRAM

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Date: April 23, 1998

Presented by: Andrew Cotugno

### 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 conformity 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

	<u>Emission Benefits (kg/day)</u>		
Standby Power	15.3	67.2	0.01
Cab-Cars	<u>22.5</u>	<u>87.2</u>	<u>0.62</u>
Total Emission Benefit	37.8	154.4	0.63

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 98-2648
METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM TO AUTHORIZE	)	Introduced by
\$1,082,000 OF CONGESTION MITIGATION/	)	Councilor Washington,
AIR QUALITY (CMAQ) FUNDS IN FEDERAL	)	JPACT Chair
FISCAL YEAR 1998 FOR THE PURCHASE	)	
AND INSTALLATION OF STANDBY POWER	)	
AT UNION STATION AND PURCHASE OF	)	
TWO CAB-CARS FOR THE PACIFIC	)	
NORTHWEST PASSENGER RAIL PROGRAM	)	

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

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>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.



# Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

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Salem, OR 97310-0590

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Web Address: <http://www.lcd.state.or.us>

March 18, 1998

TO: Interested Persons

FROM: Bob Cortright  
Transportation Planning Coordinator

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

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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".

**Attachments: Notice of Proposed Rulemaking and Statement of Need and Fiscal Impact  
Summary of Proposed TPR Amendments  
March 13 Staff Report "TPR Amendment Recommendations"**



## 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.

Secretary of State  
**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

**COPY**

**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**

Stats. Implemented: ORS

**RULE SUMMARY**

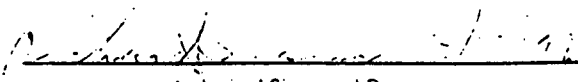
The proposed amendments and adoptions relate to several subjects, including: planning by metropolitan areas to reduce reliance on automobiles and to adopt parking plans or ordinances, and standards for review of certain post-acknowledgment plan amendments as they affect the transportation system. The 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)

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Last Day for Public Comment

  
Authorized Signer and Date

\*The *Oregon Bulletin* is published on the 1st of each month and updates the rule text found in the Oregon Administrative Rules Compilation. Notice forms must be submitted to the Administrative Rules Unit, Oregon State Archives, 800 Summer Street NE, Salem, Oregon 97310 by 5:00 pm on the 15th of the preceding month unless this deadline falls on a Saturday, Sunday or legal holiday when Notice forms are accepted until 5:00 pm on the preceding workday

Secretary of State  
**STATEMENT OF NEED AND FISCAL IMPACT**  
 A Notice of Proposed Rulemaking Hearing or a Notice of Proposed Rulemaking Accompanies this Form

COPY

Department of Land Conservation and Development  
 Agency and Division

660  
 Administrative Rules Chapter Number

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
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**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.
- e. Transportation Planning Rule Evaluation, Draft Report, by Parsons-Brinckerhof Associates dated February 18, 1997.
- f. Department of Land Conservation and Development staff reports to the Land Conservation and Development Commission dated January 16, 1997, April 16, 1997 and, DLCD staff reports to the LCDC Transportation Subcommittee dated October 17, 1997, January 30, 1998 and March 13, 1998.

**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.



Authorized Signer and Date

Administrative Rules Unit, Archives Division, Secretary of State, 800 Summer Street NE, Salem, OR 97310

ARC 925-1997



# TPR Amendment Recommendations

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

3    Rationale

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

7    Subcommittee Discussion (December 11, 1997)

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

14    Several commentators suggested that the Commission clarify or restate the policy reasons  
15    and objectives to be achieved through reducing VMT or achieving reduced reliance on the  
16    automobile. Commentors felt this would help focus planning efforts on the underlying  
17    objectives rather than the measure itself.

1 Subcommittee Discussion (February 20)

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

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

9 Proposed Rule Amendment

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

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

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

1 2. Clarify the methodology and standards for measuring VMT reduction regarding  
2 external trips etc.

3 Rationale

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

9 Recommendation (November 17, 1997)

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

- 12 - Automobile travel. Passenger cars, vans, light trucks, and motorcycles would be  
13 included. Commercial vehicles, including buses and heavy trucks, would be excluded.  
14 The rule currently refers to "automobile vehicle miles traveled," but does not define  
15 the term.
- 16 - Travel within MPO boundaries. This would include portions of trips that begin or  
17 end within the MPO boundary that are within the MPO. This would exclude pass-  
18 through trips --trips with trip beginning and end outside the MPO boundary.

19 Subcommittee Discussion (December 11, 1997)

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

1 transportation implications.

2 **Subcommittee Discussion** (February 20)

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

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

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

19 **Proposed Rule Amendment**

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

21 (34) Vehicle Miles of Travel (VMT): means automobile vehicle miles of travel.  
22 Automobiles, for purposes of this definition, include automobiles, light trucks, and  
23 other similar vehicles used for movement of people. The definition does not  
24 include buses, heavy trucks and trips that involve commercial movement of goods.  
25 ~~VMT includes travel within the MPO boundaries except for pass through trips~~  
26 ~~(i.e., trips with a beginning and end point outside of the MPO.)~~ VMT includes  
27 trips with an origin and a destination within the MPO boundary and excludes  
28 pass through trips (i.e., trips with a beginning and end point outside of the MPO)  
29 and external trips (i.e., trips with a beginning or end point outside of the MPO  
30 boundary). VMT is estimated/calculated prospectively through the use of  
31 metropolitan area transportation models. ~~MPOs demonstrate that their regional~~  
32 ~~transportation system plans will comply with the VMT standards in the rule~~  
33 ~~prospectively, through transportation models that estimate future trip and travel~~  
34 ~~patterns, and VMT per capita.~~

- 1 3. Reduce the 20 year VMT reduction standard for the Salem, Eugene, and Medford  
2 metropolitan areas to 5%.

3 Rationale

4 The three smaller MPOs have expressed serious concerns about their ability to meet the  
5 10% VMT reduction requirement in the rule. Several factors combine to make VMT  
6 reduction more difficult in these areas:

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

12 Subcommittee Discussion (December 11, 1997)

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

17 Subcommittee Discussion (February 20)

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

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

30 Proposed Rule Amendment

31 Amend Section 035(4) of the TPR to read as follows:

- 1 (4) In MPO areas, regional and local TSPs shall be designed to achieve the following  
2 objectives for reducing automobile vehicle miles traveled (VMT) per capita for the  
3 MPO area:
- 4 (a) In MPO areas of less than 1 million population, a 5% reduction within 20  
5 years of the adoption of a plan as required by OAR 660-12-055(1); ~~No~~  
6 ~~increase within 10 years of adoption of a plan as required by OAR~~  
7 ~~660-12-055(1);~~
- 8 (b) In MPO areas of more than 1 million population, a 10% reduction within 20  
9 years of adoption of a plan as required by OAR 660-12-055(1); and,
- 10 (c) Through subsequent planning efforts, ~~a 20%~~ an additional 5% reduction  
11 within 30 years of adoption of a plan as required by OAR 660-12-055(1).
- 12 **4. Allow individual metropolitan areas (MPOs and their participating cities and**  
13 **counties) to adopt measures other than VMT reduction to accomplish the rule's**  
14 **requirement for reduced reliance if the MPO can demonstrate that the substitute**  
15 **measure would achieve comparable reductions in automobile reliance.**

16 Rationale

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

25 Recommendation (November 17, 1997)

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

1 achieve interim benchmarks.

2 **Subcommittee Discussion** (December 11, 1997)

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

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

11 **Subcommittee Discussion** (February 20)

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

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

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

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

1 defer this part of the proposed amendment (i.e. Subsection (b)) to the Goal 14 policy work.

2  
3 **Proposed Rule Amendment**

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

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

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

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

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

17 (D)(C) ~~Achieving the alternative standard is not likely to result in an increase in~~  
18 ~~VMT per capita. *VMT per capita is unlikely to increase if the alternative*~~  
19 ~~*standard is achieved; and.*~~

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

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

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

28 (c) *Notwithstanding Section (6)(D), the Commission may approve an alternative*  
29 *standard that is expected to increase VMT per capita, if local and regional plans to*  
30 *accomplish the alternative standard will include the following elements:*



- 2 (A) Changes to land use plan designations, densities, and design standards listed  
3 in 035(2)(a)-(e);  
4 (B) A transportation demand management plan that includes significant new  
5 transportation demand management measures. The Employee Commute  
6 Option (ECO) program in the Portland area is an example of such a program;  
7 (C) A public transit plan that includes a significant expansion in transit service;  
8 (D) Policies to limit major roadway expansions that would encourage or support  
9 low-density auto dependent development and travel patterns or that would  
10 facilitate interurban commuting by single occupant vehicles; and,  
11 (E) Plan and ordinance provisions that meet all other applicable requirements of  
this division.

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

- 13 (A) Modal share of alternative modes, including walking, bicycling and transit trips;  
14 (B) Vehicle hours of travel per capita;  
15 (C) Vehicle trips per capita;  
16 (D) Measures of accessibility by alternative modes (i.e. walking, bicycling and  
17 transit);  
18 (E) The Oregon Benchmark for a reduction in peak hour commuting by single  
19 occupant vehicles.

20 ~~(c) Approval of alternative measures shall include:~~

- 21 ~~(A) A commitment by the MPO to evaluate progress towards achieving the~~  
22 ~~alternative standard at regular intervals, not exceeding three years.~~
- 23 ~~(B) The jurisdiction MPO continues to evaluate monitor and report progress~~  
24 ~~reducing VMT per capita.~~

25 (e) MPO's that receive approval of an alternative standard shall adopt TSP policies to  
26 evaluate progress towards achieving the alternative standard at regular intervals,  
27 including monitoring and reporting of VMT per capita.

- 1 **5. Require that metropolitan jurisdictions revise land use patterns, densities, and**  
2 **design standards to promote development of compact, mixed-use, pedestrian**  
3 **friendly centers and neighborhoods.**

4 Rationale

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

13 Recommendation (November 17, 1997)

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

- 18 a. Designate and plan for compact community centers with a mix of employment,  
19 residential, and retail uses so that people can access a number of destinations by  
20 walking, or without multiple automobile trips.
- 21 b. Plan to accommodate a significant amount of expected population and employment  
22 growth to centers by setting minimum densities for employment and residential  
23 development in centers and for planning for infill and redevelopment in centers.
- 24 c. Plan for community centers and transit oriented developments along major transit  
25 routes to reinforce the land use pattern and to support higher levels of transit service.
- 26 d. Plan for neighborhood shopping centers, schools, and parks within convenient walking  
27 distance of a large percentage of the residents they serve to reduce the number and  
28 length of auto trips to such destinations.

29 Subcommittee Discussion (December 11, 1997)

30 Metro said if this recommendation is adopted, MPO areas should be given adequate time

1 to develop revised plans. Several MPOs noted that they do not have direct land use  
2 authority. A representative of ICSC said shopping centers encourage less auto travel; a  
3 requirement for minimum densities or concentrating development would push  
4 development elsewhere. LCOG noted that land use changes have the most benefits over a  
5 long period. Several suggested that revisiting land use is better addressed through Goal 14  
6 or broader rulemaking than the TPR.

7 Revised Staff Recommendation (January 30)

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

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

- 19 1. Extending the requirement in Section 035 of the TPR to consider changes to land use  
20 plans so that it applies to all metropolitan areas. (Currently, only the Metro area is  
21 required to consider changes to land use plans as a means of reducing VMT.)
- 22 2. Requiring all metropolitan areas to adopt land use changes that support reduced  
23 reliance on the automobile, as outlined in the original staff recommendation above.
- 24 3. Amending the TPR to establish a "safe harbor" land use alternative that local  
25 governments may meet in place of the VMT target. This approach would add to the  
26 list of alternatives in Recommendation 4, by allowing metropolitan areas that adopt an  
27 integrated land use and transportation plan and strategy, like the Metro's 2040 plan, to  
28 be considered to have met the rule requirement to accomplish reduced reliance on the  
29 automobile. Basically, MPOs would be able to adopt an integrated land use and  
30 transportation plan and strategy as a substitute for meeting the VMT target.

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

- 33 1. Amending land use plans to designate community centers, including transit oriented

1 developments (TODs), pedestrian districts and other similar developments. Land  
2 use plans would be amended to target future population and employment growth to  
3 centers.

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

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

11 Subcommittee Discussion (February 20)

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

14 Proposed Rule Amendment

15 None at this time.

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

20 Rationale

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

30 Currently, the TPR applies only to the TSP and not to the TIP. In other words, the TPR

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

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

11 Recommendation (November 17, 1997)

12 Amend Section 040 to require that MPOs adopt a Transportation Improvement Program  
13 (TIP) that:

- 14 • includes measures which, on balance, make substantial progress towards meeting the  
15 benchmarks for reduced auto reliance; and,
- 16 • gives preference to projects that clearly contribute to reduced reliance on the  
17 automobile, including projects that support development in centers and projects that  
18 directly or clearly support increased use of alternative modes.

19 Subcommittee Discussion (December 11, 1997)

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

28 Subcommittee Discussion (February 20)

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

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~~ lands or conversion of rural lands to urban use.

1 7. Require metropolitan jurisdictions that have not adopted TSPs or that do not  
2 meet interim benchmarks to review individual plan amendments for conformance  
3 with VMT reduction objective.

4 Rationale

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

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

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

23 Recommendation (November 17, 1997)

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

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

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

- 1 • Designate and implement a *transit oriented development* or a pedestrian district (both
- 2 terms are currently defined in the TPR).
- 3 • Adopt transportation system plan amendments that designate a network of streets and
- 4 accessways to provide convenient vehicular, bicycle, and pedestrian circulation as
- 5 required by 045(3).
- 6 • Authorize region serving commercial uses at a *major transit stop* planned consistent
- 7 with Section 045(4).
- 8 • Authorize increased density in an area with a mix of uses and a pedestrian
- 9 environmental factor (PEF) rating of 9 or more.

10 Subcommittee Discussion (December 11, 1997)

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

16 Revised Staff Recommendation (January 30, 1997)

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

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



1 Several factors suggest that relatively low density auto-oriented commercial development  
2 patterns will continue:

- 3 - Under Goal 9, local governments have designated sufficient land to meet needs for  
4 future commercial uses. The wording of Goal 9 does not prevent a community from  
5 designating more land than is needed for commercial use.
- 6 - Most cities expect needs for commercial development to be met on newly developed  
7 lands rather than through infill or redevelopment in areas currently zoned for  
8 commercial uses, especially downtown areas and community centers.
- 9 - The availability of larger, undeveloped parcels, and good access at the suburban fringe,  
10 especially along sites bordering state highways, makes suburban and urban fringe  
11 properties attractive and profitable sites for commercial development. This both  
12 encourages development at such locations and encourages property owners to seek  
13 zone changes to allow commercial use.

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

#### 21 Subcommittee Discussion (February 20)

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

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

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

1 "alternatives" test and leaves it to local governments to weigh the merits of specific cases.

2  
3 **Proposed Rule Amendment**

4 Amend Section 060 as follows:

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

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

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

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

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

19 ~~(A) Existing central business districts and downtowns;~~

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

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

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

26 ~~(c) Land is "designated for commercial use" when:~~

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

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

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

~~(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.*

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

4 Rationale

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

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

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

26 Recommendation (November 17, 1997)

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

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

Subcommittee Discussion (December 11, 1997)

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

Subcommittee Discussion (February 20)

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

Proposed Rule Amendment

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

19 (c) Implements a parking plan which:

- 20 (A) Achieves a 10% reduction in the number of parking spaces per capita in the  
21 MPO area over the planning period. This may be accomplished through a  
22 combination of restrictions on development of new parking spaces and  
23 requirements that existing parking spaces be redeveloped to other uses;
- 24 (B) Aids in achieving the measurable standards set in the TSP in response to 660-  
25 12-035(4);
- 26 (C) Includes land use and subdivision regulations setting minimum and maximum  
27 parking requirements; and,
- 28 (D) Is consistent with demand management programs, transit-oriented development  
29 requirements and planned transit service.

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

- 32 (A) Reduce minimum off-street parking requirements for all uses from 1990 levels;
- 33 (B) Allow provision of on-street parking, long-term lease parking, and shared parking  
34 to meet minimum off-street parking requirements;

- 1 (C) Establish off-street parking maximums;  
2 (D) Exempt structured parking and on-street parking from parking maximums;  
3 ~~(E) Require that large parking lots (i.e., 3 acres or more) be laid out as blocks with~~  
4 ~~street-like amenities (curbs, sidewalks, landscaping, and pedestrian-scale~~  
5 ~~lighting).~~  
6 (E) Require that parking lots over 3 acres in size be laid out in a manner that  
7 facilitates infill or redevelopment of the site over time through adoption of  
8 standards that address layout of major driveways and utilities, connections to  
9 adjoining streets and properties, and provision of street-like features along major  
10 driveways (including, curbs, sidewalks, and street trees or planting strips).  
11 (F) Provide for designation of residential parking districts.

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

15 Rationale

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

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

31 Uses allowed by existing acknowledged plans are implicitly “grandfathered” by 060. The  
32 Commission chose to do this because predictability and certainty provided by  
33 acknowledged plans is a major basis for plans that should be respected and preserved.  
34 The Commission also reasoned that plans would be brought into balance through the  
35 preparation of transportation system plans over the next five to six years (1991-1997).  
36 Consequently, the Commission targeted the requirement to balance land use and

transportation to plan amendments.

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<sup>1</sup> 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.<sup>2</sup> 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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<sup>1</sup> ODOT v. Clackamas County, 27 Or LUBA 141 (1994)

<sup>2</sup> 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.

1 For the purposes of this section, calculations of the types or levels of land uses allowed  
2 by existing acknowledged plans shall be the average or typical intensity of use  
3 expected in the zone over the planning period considering the following factors:

- 4 i. Assumptions in the transportation system plan about trip generation within the  
5 area or zoning district;
- 6 ii. Assumptions in the comprehensive plan which specify the type or intensity of  
7 use intended to occur within the area or district; and,
- 8 iii. An estimate of future intensities of use within the district based on: existing  
9 plan and zoning designations; existing uses within the zone; recently  
10 constructed uses, development practices anticipated over the planning period;  
11 and, the potential for infill, redevelopment, and reuse of existing properties.

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

17 Subcommittee Discussion (December 11, 1997)

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

23 Subcommittee Discussion (February 20)

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

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

- 33 • Local governments and development interests expressed concern that this approach  
34 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:

1 (2) A plan or land use regulation amendment significantly affects a transportation facility  
2 if it:

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

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

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

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

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

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

## 26 10. Related Issues for Commission Consideration

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

### 32 *Continuing Imbalance between Land Use and Transportation Plans*

1 A major reason for the TPR was to create a better connection between land use plans and  
2 transportation plans. Despite progress is preparing TSPs, an imbalance between land use  
3 and transportation plans remains. TSPs do include planned facilities needed to support  
4 "expected" growth. Nonetheless two important inconsistencies remain between land use  
5 plans and transportation plans:

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

11 Second, TSPs are not financially constrained<sup>3</sup>, and virtually all TSPs include planned  
12 facilities, especially state funded highway improvements, that are unlikely to occur even  
13 with significant increases in state transportation funding<sup>4</sup>.

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

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

## 22 Possible Policy Options

23 Several options are available to address these issues:

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

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<sup>3</sup> 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.

<sup>4</sup> 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  
2 uses to be consistent with the capacity of planned transportation facilities. This would  
3 be most logically accomplished by adopting "trip based zoning". Such zoning would  
4 regulate new uses based on the number of new trips they generate. As suggested in  
5 the proposed amendments to Section 060, this would be the number of peak hour trips  
6 per acre in each zoning district (See Recommendation 9). Uses that generate this  
7 number or fewer would be allowed. Uses that generate more trips would either not be  
8 permitted or would be required to include mitigating measures to either expand  
9 capacity or offset or reduce expected trip generation.

### 10 *Spillover of Metropolitan Growth Beyond MPO Boundaries*

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

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

25 The Department offers the following observations about this issue:

- 26 1. Plans of MPOs, ODOT, and satellite city local governments do not appear to deal  
27 with it very effectively:
- 28 • Each of the affected governments -- MPOs, satellite cities, and ODOT --  
29 feels it cannot affect or control rate of exurban development. Consequently,  
30 each has concluded its only reasonable planning response is to assume  
31 exurban development and commuting patterns will continue at past rates.
  - 32 • TSPs for these jurisdictions tend to assume that commuting and travel will  
33 continue to grow based on past trends. (Metropolitan transportation models  
34 don't directly estimate rate of growth in exurban commuting. All tend to  
35 assume that past trends in commuting, based on growth in traffic or census

1 data, will continue.)

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

5 2. Metro's 2040 plan attempts to respond to this issue. Metro proposes the  
6 designation of "green corridors" to protect the function of highways between MPOs  
7 and satellite cities, as well as better coordination between MPOs and local  
8 governments.

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

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

#### 19 Conclusion

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

#### 23 Possible Policy Options

24 The TPR partially addresses this issue. The Commission could choose to address this  
25 issue in more detail through the TPR, or address it further through Goal 14 or other policy  
26 work. Staff does not believe it would be workable to extend the VMT target to smaller  
27 non-metropolitan cities. Most lack the technical and planning capabilities of MPOs.  
28 They generally have limited resources and rely on relatively modest transportation models  
29 to forecast future travel and land use patterns. Some options are:  
30

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<sup>5</sup> 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.

- 1 • Require TSPs in and around metropolitan areas and nearby cities assume that future  
2 commuting within MPOs and from neighbor cities to MPOs will be consistent with  
3 the Oregon Progress Board benchmark.
- 4 • Require population forecasts and allocations to address the state policy to provide a  
5 balance between expected jobs and housing: that housing needs should be  
6 accommodated within urban area where job growth is expected.
- 7 • Amend Goal 14 to say that UGBs may not be expanded to meet housing needs  
8 associated with growth in interurban commuting or require coordination between  
9 MPOs and satellite cities.
- 10 • Extend the Metropolitan Housing Rule to other metropolitan areas and to neighbor  
11 cities of metropolitan areas.
- 12 • Require metropolitan neighbor cities to plan for compact, mixed-use, pedestrian  
13 friendly development.

14 **11. Miscellaneous and Conforming Amendments**

15 **1. Amend the reference in Section 045(3) from "rural communities" to "unincorporated**  
16 **communities.**

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

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

26 **2. Change the term "level of service" throughout to "performance standards"**

27 In several places in the TPR, the term "level of service" is used. It is a term of art in  
28 transportation planning which describes the planned operating condition of a transportation  
29 facility or service, especially roads. Level of service is a specific type of performance  
30 measure. Transportation plans may use other types of performance measures to define  
31 planned operating conditions. The 1991 rule specified "level of service" simply because

1 this was the performance standard in wide usage at the time. The Department believes  
2 that a more generic reference to performance standards would be consistent with the intent  
3 of the rule and allow local governments, and transportation providers flexibility to adopt  
4 better measures of transportation performance.

5

Proposed Changes from "Level of Service" to "Performance Standards"		
Title	Rule(Section)	Description of Affected Requirement
6 Definitions	005(24)	Definition of "transportation system management" measures
7 Plan and Land Use Regulation Amendments	060(1)(2)	Refers to "level of service" standards in adopted plans as standard for evaluating plan amendments
8 Transportation Improvements on Rural Lands	065(3)(o)	Requires "other" transportation improvements to be based on standards appropriate for rural needs

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*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."



**METRO**

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) 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." or
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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For consistency with Title 6 of Metro's UGMFP, we suggest revising 060 (1) to add a subsection (d) to read: "or (d) modifying the planned function, capacity or level of service to accept greater motor vehicle congestion where multimodal travel choices are provided."

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



METRO

*Updated to  
reflect MPAC  
action -  
handout @ 5/14  
JPACT mtg.*

5/11/98- Draft

May 21, 1998

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

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Sincerely,

Jon Kvistad, Presiding Officer  
Metro Council

Ed Washington, Chair  
JPACT

Judie Hammerstad, Chair  
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## 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
6. 1997 STIP/MTIP update to 98 – 2001
  - 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	<u>20 points</u>
TOTAL	100 points



**METRO**

**2000-2003 MTIP/STIP  
KEY MILESTONES  
(DRAFT, SUBJECT TO CHANGE)**

*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.

	Metro Flexible Program	ODOT Highway Program
May 19, 1998	Public Notification to Kick-Off Process	
June 1998	JPACT Release of Draft Resolution on Criteria	
July 7, 1998	Public Hearing on Criteria	
July 9, 1998	JPACT Action on Criteria	
July 21, 1998	Metro Council Trans. Comm. Action on Criteria	
July 23, 1998	Full Metro Council Action on Criteria	
July/August 1998	Solicit Projects	Identify Candidate Highway Projects
August/September, 1998		OTC Direction on Program Size
September, 1998	Trans Fair / Westside Opening - Public Info on TIP (no action)	
September/October, 1998		Technical Ranking
October	Technical Ranking	
November/December, 1998	Develop Flex Program (optional)	Distribute Draft STIP (including Flex Program Technical Ranking only)
January, 1999	JPACT Release Draft Program or Rankings	
February, 1999	Regional Public Meetings on Draft MTIP/STIP	Statewide STIP Meetings
March/April	Public Hearings and JPACT/Metro Council Adoption	
Spring/Summer	Conformity	Conformity/OTC/USDOT Approval if Joint STIP/MTIP

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)

	State Funds State STP Regional STP	Congestion Mitigation/ Air Quality (CMAQ)	Transportation Enhancement	Total	Share of Total
<b>LRT System Expansion</b>					
WS LRT System Expansion	\$44.00			\$44.00	
S/N LRT Expansion (99-09)	\$55.00	*(13.5 M by FY 01)		\$13.50	
Orenco Station (TOD)		\$0.50		\$0.50	
Gresham Civic LRT Station (TOD)	\$0.26	\$0.70		\$0.96	
<b>Subtotal - LRT System</b>	<b>\$99.26</b>	<b>\$1.20</b>	<b>\$0.00</b>	<b>58.96</b>	<b>14.54%</b>

	State Funds State STP Regional STP	CMAQ	TE	TOTAL	Share of Total
<b>Transit Improvement</b>					
Bus Purchases	\$25.75	\$7.36		\$33.11	
Special Needs Buses	\$1.25	\$0.54		\$1.79	
Tigard Park & Ride		\$0.65		\$0.65	
Oregon City Park & Ride		\$0.52		\$0.52	
Lake Oswego Trolley extension			\$0.80	\$0.80	
<b>Subtotal - Transit</b>	<b>\$27.00</b>	<b>\$9.07</b>	<b>\$0.80</b>	<b>\$36.87</b>	<b>9.1%</b>

	State Funds State STP Regional STP	CMAQ	TE	TOTAL	Share of Total
<b>Demand Management</b>					
<b>Transit Oriented Development</b>					
Beaverton Central		\$0.44			
Belmont Dairy		\$0.30			
Fairview Village		\$0.37			
Gresham Central		\$0.28			
Steele Park		\$0.30			
172nd & Burnside		\$0.10			
TOD Revolving Fund	\$3.00				
TOD Reserve		\$0.26			
<b>Subtotal - Reg. TOD Program</b>	<b>\$3.00</b>	<b>\$2.05</b>		<b>\$5.05</b>	
Rideshare	\$0.36	\$3.02		\$3.38	
Telecommute Program		\$0.24		\$0.24	
Public Information Program		\$0.45		\$0.45	
<b>Subtotal - TDM</b>	<b>\$3.36</b>	<b>\$5.76</b>	<b>\$0.00</b>	<b>\$9.12</b>	<b>2.2%</b>



## Portland Regional Funding Allocations (pg.2)

(\$ millions)

	State Funds			TOTAL	Share of Total
	State STP Regional STP	CMAQ	TE		
<b>Bike Improvements</b>					
Bikes on Buses		\$0.10		\$0.10	
Willamette Bridge Access		\$1.10		\$1.10	
Courtney Road		\$0.16		\$0.16	
Steel Bridge		\$1.36		\$1.36	
Racks at Transit Shelters		\$0.06		\$0.06	
Springwater Corridor	\$0.17		\$2.25	\$2.42	
Halsey Bike Lane	\$0.81			\$0.81	
Eastbank Esplanade			\$1.59	\$1.59	
Strawberry Lane		\$0.23		\$0.23	
Cedar Hills Blvd.: Bowmont/Butner		\$0.35		\$0.35	
Hall Blvd.: SPRR/Ridgecrest		\$0.34		\$0.34	
185th: TV/Kinnaman	\$0.27			\$0.27	
BV/Tualatin Hwy: Lwr Boones	\$0.24			\$0.24	
BV/Tualatin Hwy: 99W/McDonald	\$0.39			\$0.39	
Oregon Electric Trail			\$0.13	\$0.13	
Fanno Creek Trail			\$0.30	\$0.30	
Cedar Creek Trail			\$0.08	\$0.08	
Front: Harrison/Everett	\$0.50			\$0.50	
Rock Creek Trail			\$0.27	\$0.27	
112th Extension			\$0.31	\$0.31	
Central Storage & Shower		\$0.28		\$0.28	
OR-43: McVey/Burnham	\$0.44			\$0.44	
Barbur: Miles/Front	\$2.94			\$2.94	
<b>Subtotal - Bikes</b>	<b>\$5.76</b>	<b>\$3.98</b>	<b>\$4.93</b>	<b>\$14.67</b>	<b>3.6%</b>

	State Funds			TOTAL	Share of Total
	State STP Regional STP	CMAQ	TE		
<b>Pedestrian Improvements</b>					
Portland Ped. to Transit		\$1.16		\$1.16	
Wash. Co. Ped. to Transit		\$0.20		\$0.20	
Gresham Ped. to MAX	\$0.21	\$1.21		\$1.42	
Reg. Ped to MAX/Transit		\$0.15		\$0.15	
Hawthorne Brdg Ped/Bike Way			\$1.56	\$1.56	
Penninsula Trail Xing		\$0.58		\$0.58	
Sunset Transit Center O'Xing		\$0.47		\$0.47	
Hillsdale District	\$0.52			\$0.52	
Woodstock District	\$0.20			\$0.20	
Forest Grove Pacific Ave.	\$0.09			\$0.09	
<b>Subtotal - Pedestrian</b>	<b>\$1.02</b>	<b>\$3.77</b>	<b>\$1.56</b>	<b>\$6.35</b>	<b>1.6%</b>

## Portland Regional Funding Allocations (pg. 3)

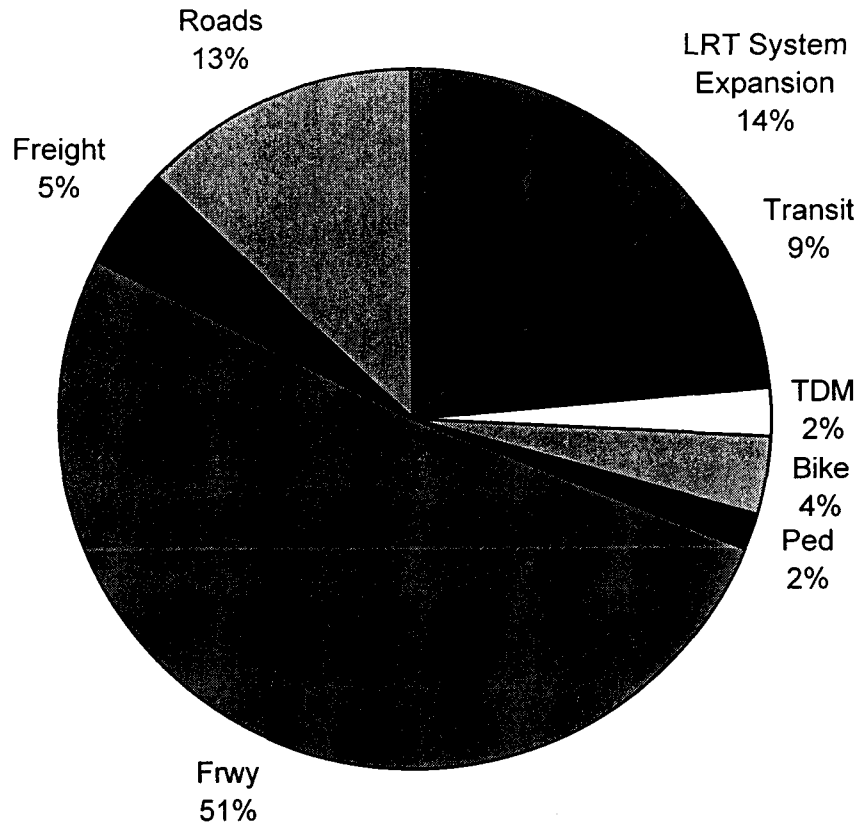
(\$ millions)

	State Funds		CMAQ	TE	TOTAL	Share of Total
	State STP Regional STP					
<b>Freeway Improvements</b>						
I-5/217/Kruse Way	\$29.58				\$29.58	
I-5/Terwilliger Interchange	\$11.90				\$11.90	
Wilsonville Interchange	\$9.02				\$9.02	
I-205/Sunnybrook Intrchnng	\$19.60				\$19.60	
US 26: Camelot/Sylvan Interchnng	\$52.26				\$52.26	
US 26: Sylvan/Highlands	\$16.35				\$16.35	
I-84: 181st/223rd	\$24.04				\$24.04	
I-84: 223rd/Troutdale	\$30.50				\$30.50	
Region 1 Frwy Mngt System	\$15.70				\$15.70	
<b>Subtotal - Roads</b>	<b>\$208.95</b>				<b>\$208.95</b>	<b>51.5%</b>

	State Funds		CMAQ	TE	TOTAL	Share of Total
	State STP Regional STP					
<b>Freight Improvements</b>						
Columbia Slough RR Bridge	\$0.60		\$1.00		\$1.60	
N. Lombard RR O'Xing	\$1.09				\$1.09	
Albina RR O'Xing	\$0.60				\$0.60	
99W/Tualatin Rd.	\$3.00				\$3.00	
I-5/Stafford Interchange	\$10.27				\$10.27	
Columbia/Burgard Intersection	\$1.33				\$1.33	
I-205: Airport Way/Columbia	\$0.46				\$0.46	
<b>Subtotal - Other</b>	<b>\$17.35</b>		<b>\$1.00</b>		<b>\$18.35</b>	<b>4.5%</b>

	State Funds		CMAQ	TE	TOTAL	Share of Total
	State STP Regional STP					
<b>Road Improvements</b>						
Sunnyside Road	\$6.40				\$6.40	
OR-43 TSM	\$3.35				\$3.35	
Johnson Crk Blvd Ph. II	\$0.80				\$0.80	
Hawthorne Bridge Deck	\$3.13				\$3.13	
Front Ave. Reconstruction	\$1.87				\$1.87	
Beaverton Central	\$0.81				\$0.81	
Gresham Civic N/S Collector (TOD)	\$1.84				\$1.84	
Lovejoy Ramp Reconstruction (TOD)	\$7.09		\$2.96		\$10.05	
Ramp Meters	\$0.56				\$0.56	
Sandy MACS	\$3.81				\$3.81	
238th/Halsey	\$0.38				\$0.38	
Hwy 217/Greenburg Rd.	\$0.36				\$0.36	
OR-47: Council Crk/Quince	\$7.13				\$7.13	
Farmington: Murray/167th	\$7.00				\$7.00	
TV Hwy: 110/117th Reconstr	\$3.10				\$3.10	
Mult. Co. Signals	\$0.36		\$0.94		\$1.30	
Wash. Co. Signals	\$0.44				\$0.44	
Col. Rv Hwy Interpretive Panels				\$0.05	\$0.05	
<b>Subtotal - Roads</b>	<b>\$48.42</b>		<b>\$3.90</b>	<b>\$0.05</b>	<b>\$52.37</b>	<b>12.9%</b>
<b>GRAND TOTAL</b>	<b>\$369.61</b>		<b>\$28.68</b>	<b>\$7.34</b>	<b>\$405.63</b>	<b>100.0%</b>

# ALLOCATION OF STATE AND REGIONAL MODERNIZATION FUNDS FY 1992 THROUGH FY 2001



# EXPANDED 2040 CONSIDERATIONS

		Points						
1. <b>Access To:</b>	Is a high proportion of travel on the project link seeking access to: <ul style="list-style-type: none"> <li>• Central City, Regional Centers, Industrial Sanctuaries</li> <li>• Station Communities, Town Centers, Main Streets</li> <li>• Employment Areas</li> </ul>	Hi Med Lo 15 11 8 8 4 0 4 0						
OR								
2. <b>Circulation Within:</b>	Does a project improve <i>mode appropriate</i> circulation within: <ul style="list-style-type: none"> <li>• Central City, Regional Centers, Industrial Sanctuaries</li> <li>• Station Communities, Town Centers, Main Streets</li> <li>• Employment Areas</li> </ul>	Hi Med Lo 15 11 8 8 4 0 4 0						
3. <b>2040 Target Density:</b>	Does the project serve an area (i.e., TAZ) with a high difference between the Mixed Use Index value in 1994 and 2020?	Delta of Mixed Use Index Value 1994 to 2020: <table style="margin-left: 20px; border: none;"> <tr> <td style="padding-right: 10px;">High</td> <td style="text-align: right;">15</td> </tr> <tr> <td>Medium</td> <td style="text-align: right;">8</td> </tr> <tr> <td>Low</td> <td style="text-align: right;">0</td> </tr> </table>	High	15	Medium	8	Low	0
High	15							
Medium	8							
Low	0							
4. <b>Street Design</b>	Does the project improve a designated Boulevard Design district?	5						
5. <b>Affordable Housing</b>	Does the project directly link to creation of assisted housing units?	5						

ROAD MODERNIZATION	ROAD RECONSTRUCTION	FREIGHT	PEDESTRIAN	BICYCLE	TOD	TRANSIT	TDM
<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>
<b>GOAL: Provide Mobility at a Reasonable Cost (15 points)</b> Cost/VHD eliminated in 2015.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/ VMT in 2015 (or VT at interchanges & intersections).	<b>GOAL: Freight Mobility at Reasonable Cost (15 points)</b> Cost/VHD eliminated in 2015.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/VMT reduced in 2015.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/ VMT reduced over and above the assumed 2015 ridership increases and VMT reductions.	<b>GOAL: Cost-Effectiveness (15 points)</b> Costs/VMT reduced in 2015.	<b>GOAL: Provide Cost Effective Improvements (25 points)</b> Cost per new ridership	<b>GOAL: Cost Effectiveness (25 points)</b> Cost/VMT reduced
<b>GOAL: Reduce Congestion (25 points)</b> (Project derives from CMS, consistent with 2015 per capita VMT targets) Compares base year V/C Ratio (pm peak hr & direction) against 2015 ratios with and without project.	<b>GOAL: Bring facility to current urban standard or provide long-term maintenance. (25 points)</b> Reward "fair" current pavement and "poor" pavement 10 years into future.	<b>GOAL: Improve connectivity of the freight network (25 points)</b> Connects to intermodal facility, to freight generation area or reduces conflicts for freight modes.	<b>GOAL: Increase Walk Mode Share/Reduce Auto VMT (25 points)</b> VMT reduction potential for pedestrian projects will be based on reducing automobile trips and making those trips by walking (or walking to transit) instead.	<b>GOAL: Ridership (25 points)</b> 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?	<b>GOAL: Increase Non Auto Mode Share (25 points)</b> 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?	<b>GOAL: Increase Modal Share (35 points)</b> Benefits are computed in relation to the 2015 transit ridership target of a project site.	<b>GOAL: Increase Modal Share (35 points)</b> Mode share increase for (transit, bike, walk, shared-ride) or elimination of trip.
<b>GOAL: Safety (20 points)</b> Accident Rate per Vehicle (Use 1990 ODOT Accident Rate Book)	<b>GOAL: Safety (20 points)</b> Accident Rate per Vehicle (Use 1990 ODOT Accident Rate Book)	<b>GOAL: Safety (20 points)</b> Addresses high accident locations with special emphasis on hazardous road/rail situations.	<b>GOAL: Safety (20 points)</b> 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.	<b>GOAL: Safety (20 points)</b> Factors include blind curves, high truck & auto volume, soft shoulders, high reported accident rate, high speeds.	<b>GOAL: Increase Density (20 points)</b> 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?		



U. S. DEPARTMENT OF TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION  
222 SW COLUMBIA, SUITE 600  
PORTLAND, OR 97201

FEDERAL TRANSIT ADMINISTRATION  
915 SECOND AVENUE, SUITE 3142  
SEATTLE, WA 98174

May 11, 1998

Reply to  
Attn. Of: HPP-010.3  
File: 724.6PV

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

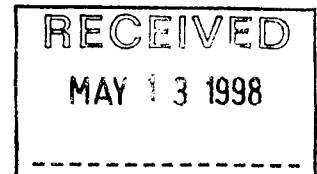
Dear Messrs. Lookingbill and Cotugno:

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,

*for Jonathan Young*  
Carl S. Armbrister, Director  
Office of Planning and Program Development  
Federal Highway Administration



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



U. S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION / FEDERAL HIGHWAY ADMINISTRATION

Draft Agenda (revised May 11, 1998)  
Portland/Vancouver Area  
Transportation Planning Process Certification Review  
June 8 to 11, 1998

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**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





U. S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION / FEDERAL HIGHWAY ADMINISTRATION

Draft Agenda  
Portland/Vancouver Area  
Transportation Planning Process Certification Review  
June 8 to 11, 1998

---

**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



U. S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION / FEDERAL HIGHWAY ADMINISTRATION

Draft Agenda  
Portland/Vancouver Area  
Transportation Planning Process Certification Review  
June 8 to 11, 1998

---

**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

8:00pm      Adjourn



U. S. DEPARTMENT OF TRANSPORTATION  
FEDERAL TRANSIT ADMINISTRATION / FEDERAL HIGHWAY ADMINISTRATION

Draft Agenda (revised May 11, 1998)  
Portland/Vancouver Area  
Transportation Planning Process Certification Review  
June 8 to 11, 1998

---

**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 JPACT

DATE 5-14-98

NAME

AFFILIATION

NAME	AFFILIATION
✓ Susan McLean	Metro
✓ Roy ROGERS	WASHINGTON County
✓ Jean Costello	RTD
✓ GREG GREEN	SEU
✓ Mary Hegny	WSDOT
✓ David Lohman	Port of Portland
✓ KARL RODE	C <sup>3</sup>
✓ Bob Staley	Tri-Met
✓ Amy Hausen	Mult Co
✓ CHARLIE HALES	Portland
✓ ROB DRAKE	CITIES OF WASH. CO.
✓ ED. WASHINGTON	METRO
✓ Jim Kadit	4. City E-County
✓ Ed W. ...	Clackamas Co.
✓ ROD SAUDOR	CLACKAMAS CO.
Chris Diefbach	Metro
✓ Ed Imme C	ODOT-Rail
✓ GB ARNSTON	TRI-MET
LARRY SHAW	METRO
✓ KAY WALKER	CITY OF CORVALLIS
✓ Scott L Rice	" "
✓ JOHN CHARLES	CASCADE POLICY INSTITUTE
✓ Ron Papsdorf	Cities of Mult. Co. (Gresham)

COMMITTEE MEETING TITLE

JPACT

DATE

5-14-98

NAME

AFFILIATION

✓ Gary Katsion Kittelson & Associates, Inc.

✓ Elsa Coleman PDOT

LAORIE GARRETT TRI-MET

✓ Kate Deane ODOT

✓ Susie Laheane PORT

✓ STEVE DOTTERROE CITY OF PORTLAND STAFF

✓ *[Signature]* Lowden *[Signature]*

✓ Howard Harris DEB

Andy Coburn mch

mike Hoglund

Mike Morressey