

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 98-2606 FOR THE PURPOSE OF ADOPTING 1998 PRIORITIES FOR FEDERAL TRANSPORTATION LEGISLATION

Date: January 27, 1998

Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution updated the 1997 regional policy position on the reauthorization of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 to serve as the basis for a coordinated regional lobbying position as Congress considers its update during 1998. It was anticipated that the new ISTEA would be adopted by September 30, 1997 when it expired but Congress couldn't agree and postponed action to 1998. In order to avoid a lapse of funds, they adopted an interim, six-month extension. If Congress fails to act again, transportation spending will come to a halt on May 1, 1998.

One of the key elements is to seek federal "New Rail Starts" funding for Phase I of the South/North LRT project. In addition, a new regional priority emphasis is recommended for inclusion to focus on the bi-state I-5 Trade Corridor in cooperation with the State of Washington.

TPAC has reviewed these priorities for federal transportation legislation and recommends approval of Resolution No. 98-2606.

FACTUAL BACKGROUND AND ANALYSIS

When ISTEA was adopted in 1991, it established a significant national policy direction in support of multi-modal decision-making, funding flexibility, regional responsibility for decision-making, integration with local land use plans, partnership with state and local governments and increased public involvement. These provisions of ISTEA provided the Portland region a significant tool to meet its transportation and land use goals. This policy position paper, in large part, calls for continuing this policy direction with some refinements. Since this position paper was substantially established in 1997, presented here is an amended version to be more responsive to the issues under debate at this time.

CONTINUE THE SUCCESSES OF ISTEA

Key provisions of ISTEA that should be continued include:

- Continuation of the MPO role in decision-making;
- Joint approval with the state of transportation funding allocations;

- Continuation of flexible funding programs, particularly the Surface Transportation Program, Congestion Mitigation/Air Quality Program and Transportation Enhancement Program;
- Continuation and expansion of the "New Rail Starts" Program; and
- Linkage of transportation decision-making to land use.

REFINEMENTS TO ISTEA

Potential areas of refinement to ISTEA include:

- Expansion of innovative financing authority, including tolls and congestion pricing;
- Shifting of 4.3 cents of gas tax from deficit reduction to transportation with a commensurate increase in transportation spending levels;
- Funding for high-speed rail and other intercity passenger services; and
- Expansion of funding flexibility for freight projects.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING 1998)
PRIORITIES FOR FEDERAL TRANSPORTATION)
LEGISLATION)

RESOLUTION NO. 98-2606
Introduced by
Mike Burton,
Executive Officer

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) was adopted by Congress in 1991; and

WHEREAS, ISTEA expired at the end of federal Fiscal Year 1997 (September 30, 1997); and

WHEREAS, Congress adopted an interim extension to May 1, 1998; and

WHEREAS, Congress will be considering reauthorization of ISTEA during 1998; and

WHEREAS, ISTEA has a significant policy effect on transportation planning and decision-making in the Portland region; and

WHEREAS, The Portland region adopted a position on the reauthorization of ISTEA in January 1997 by Resolution No. 96-2442; and

WHEREAS, It is through ISTEA that federal "New Rail Starts" funding commitments are made; now, therefore,

BE IT RESOLVED,

That the Metro Council:

Endorses the ISTEA Position Paper as reflected in Exhibit A subject to coordination with ODOT on a statewide position.

ADOPTED by the Metro Council this _____ day of _____, 1998.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

EXHIBIT A

ISTEA REAUTHORIZATION PORTLAND, OREGON REGIONAL POSITION PAPER FEBRUARY 1998

This position paper should be viewed as a work in progress. ISTEA reauthorization began in 1996 and will extend over the next nine months during which time numerous proposals will surface which require further consideration by the Portland region. This position represents the region's position at this point in the Congressional deliberation, thereby allowing these positions to be advocated through national organizations, before federal hearings and with the Oregon Congressional delegation. In addition, changes will be considered, if necessary, after coordination with other interests statewide through ODOT.

I. Introduction

The transportation providers of the Portland region believe there is a national interest in transportation that should be reflected in the programmatic emphasis in the next ISTEA. This national interest should focus on maintaining and improving metropolitan mobility to support the economic engines of the country and further international competitiveness. Second, it should maintain and improve vital connections between metropolitan areas. Finally, effective connections to international passenger and freight terminals to access the global marketplace are critical.

In order to ensure these national interests are accomplished through the distribution of federal transportation funds, a programmatic approach, rather than a block grant approach, is most appropriate. In this manner, the Federal Government can target its resources to the program areas that represent the national interest. The current ISTEA, with several improvements, provides an excellent model for such an approach to the next ISTEA and most of the new ISTEA proposals continue with this model. The ground-breaking changes in flexible financing, local control and public involvement embodied in the passage of ISTEA in 1991 were a major step forward in transportation development. Reauthorization of ISTEA should focus on building on the strengths of this landmark legislation rather than on major rollbacks or wholesale changes.

Reauthorization of ISTEA to include these provisions is integral to the Portland region's objectives for growth management and building a livable community. This region has strived to link transportation investments to land use decisions to achieve multiple objectives of preserving farm and forest lands, reinvesting in communities, meeting air

quality standards, efficiently using existing infrastructure, and maintaining a livable region in the face of massive growth. It is essential that the Federal Government maintain its partnership with the Portland region through the reauthorization of ISTEA.

The region would like to highlight the following issues for consideration during the reauthorization of ISTEA:

II. Substantive Issues

1. **MPO Role in Decision-Making.** We believe that the increased local and state role in transportation decision-making is one of the most important advances in ISTEA. The region strongly supports continuing a strong MPO role in planning, project selection, joint TIP/STIP approval, and public involvement. The MPO role in ISTEA has improved the partnership of local government officials, state departments of transportation and other transportation interests and should be reinforced in reauthorization.
2. **Joint MPO/State DOT Approval of TIPs.** Joint approval of state and metropolitan Transportation Improvement Programs (TIP) in each metropolitan area ensures a partnership approach to solving transportation problems. Typically, the state DOT is responsible for only a part of the transportation system and cities, counties, transit districts and port districts are responsible for the balance. Through a partnership approach, transportation investment decisions can be made to ensure the system as a whole meets the needs of the public and responds to the federal interest. Often in a complex metropolitan area, trade-off decisions must be made to determine which improvements to which part of the system can most effectively meet the needs. In addition, it is critical that transportation investment decisions are coordinated with land use decisions for the region which typically rest with local governments rather than the state DOT. Joint approval of the TIP assures that all parties responsible for the transportation system are party to making the priority decisions about its improvement.
3. **Flexible Funding.** The region supports maintaining and, where appropriate, expanding flexible funding. Flexibility gives local and state governments and citizens the opportunity to craft the most appropriate local solutions to transportation needs. Flexible funding has been a key component of this region's effort to respond to the demands of growth, address congestion and freight mobility needs and preserve livability and environmental

quality. While the region supports continuing the existing categories for Surface Transportation Program funds, Transportation Enhancement funds, and Congestion Mitigation/Air Quality funds, including metropolitan set-asides, there should not be any additional categorical funding allocations in the next ISTEA if they have the effect, particularly in the environment of reduced or level funding, of actually reducing rather than increasing flexibility. This can occur if there is less funding split up among more categories. The region supports expanding the flexibility of existing STP and CMAQ funds to address capital improvements to freight and passenger rail and intermodal facilities. In addition, the region supports maintaining the existing flexibility provisions for the NHS program.

4. Maintain the Federal Transit Program. Some proposals under consideration by Congress would dramatically alter the transit program to establish a "minimum allocation" to each state rather than the current model based upon where the need is the greatest, where the greatest amount of service is provided and which projects have the highest merit. Retaining the current structure is particularly important in maintaining a viable "New Starts" program. Light rail projects cannot be built based upon a small formula allocation to each state. Rather, periodic large appropriations are needed to build a segment of that system, followed by years when no funds whatsoever are provided. This is comparable to the years when the Interstate system was being built -- many states received more to construct their segments of the Interstate system than they were contributing to the Trust Fund through user fees.
5. Reject Rollbacks and Devolution. The region does not support the rollback or elimination of major elements of ISTEA, such as local control, public involvement or joint MPO/state DOT approval of TIP/STIP or the "devolution" of the federal program and its return to the states. The passage of ISTEA resulted in improved coordination between the state, region and federal transportation providers. The benefits to the taxpayers are a more efficient use of existing transportation investments and the construction of new investments that best reflect their individual community needs. In this region, the experience of ISTEA has been a positive one and has resulted in a greater degree of public involvement in and support for the transportation investments. In addition, it is problematic for states to adopt sufficient tax increases to offset the elimination of the federal program.

6. Discretionary Section 3 "New Start" Program. The region supports the continuation of a discretionary Section 3 "New Starts" program. The program has been shown to be an effective way for urban areas to implement large-scale innovative transit alternatives to new freeway construction. Opportunities to leverage private sector investments are substantially enhanced with the existence of a categorical program and predictable funding allocations. The existence of a categorical program and the scale of investment accommodated by the New Start program is critical to the integration of long-range transit development and land use planning efforts such as that underway in the Portland region.

The region supports the proposal now under consideration in the House Bill to change the "New Starts" program from one of involving earmarking of specific projects by Congress to one of advancing the projects with the highest merit. Under this proposal, 92 percent of the funds would be available to commit to construction of new projects and 8 percent to pre-construction environmental and engineering studies. Construction funds for a specific project would be approved by Congress at the point in time it has completed its pre-construction engineering and environmental studies based heavily on an independent recommendation of the Federal Transit Administration on the merits of the project. Under this approach, we would anticipate that the South/North LRT project would be authorized for construction in this ISTEA update with the actual funding commitment for Segment 1 provided in 1999 upon completion of the Final Environmental Impact Statement.

7. New Start Evaluation and Land Use Benefits. The region believes that one of the most important benefits of the Section 3 New Start program is the opportunity it offers communities to reduce urban sprawl and its associated costs. The new ISTEA should direct FTA to include the benefits of improved land use and the reduced costs of sprawl in the analysis for new rail projects. Projects which can demonstrate the reduced costs of sprawl through legally binding land use requirements should be given additional consideration in the allocation of New Start funding.

FTA should be encouraged to continue its efforts to include in its evaluations the value of reduced sprawl, reduced utility costs, road construction and maintenance costs, air pollution and other benefits associated with the more compact development pattern attainable with integrated transit development and land use planning.

8. Blanket Authorization of Contingent Commitments and Existing Full-Funding Grant Agreements. The region supports the "en bloc" authorization of contingent commitment projects and carryover Full-Funding Grant Agreements. Failure to authorize these projects would unfairly penalize communities that have moved forward with the expenditure of local and state funds under the spirit and the letter of ISTEA's contingent commitment provisions. The level of local trust and cooperation with the Federal Government would be seriously harmed if contingent commitment projects are not authorized as indicated in ISTEA. Not authorizing contingent commitment projects will send a signal to the private sector that public sector financing is unreliable and would reduce future opportunities for public-private ventures. "En bloc" reauthorization of carryover Full-Funding Grant Agreements is critical to complete projects in mid-stream. In many cases, appropriations for these projects have not kept pace with the amount authorized in the current ISTEA and contracted for in these Full-funding Grant Agreements. The remaining appropriation must be provided for in the next ISTEA.

9. Innovative Financing. Steps taken in ISTEA to authorize innovative methods for financing transportation facilities is very helpful. These should be nurtured and expanded in the next ISTEA authorization bill. The flexible funding provisions of ISTEA provided important new tools for local communities to address their transportation needs. However, transportation infrastructure needs still far outstrip local, state and federal resources. Additional innovative financing mechanisms should be explored and local jurisdictions, MPOs and states should be given a broader range of tools to address funding shortfalls. In particular, the region supports expanded authority for tolling federal facilities to address mobility, freight movement and congestion demands. Secondly, the Congestion Pricing authority should be retained and funded. Third, expanded opportunities for public-private partnerships could allow greater private sector participation in transportation financing. Fourth, expanded methods of providing the required local match should be retained and enhanced. Finally, the pilot effort to implement "Infrastructure Banks" should continue, be made permanent and the "firewalls" between the transit and highway portions of the banks should be removed.

Of particular interest in the area of Innovative Finance is a proposal being considered in the Senate Bill to provide a federal credit enhancement program to help with short-term borrowing required on large projects.

Referred to as the "Transportation Infrastructure Financing Improvement Act" or "TIFIA," this program would provide federal support to borrow funds, thereby enhancing short-term cash flow, lowering interest costs and speeding up project completion.

10. Congestion Pricing. The Congestion Pricing PILOT Program should be retained and funded. Market-based mechanisms have proven ability to manage demand with limited resources. The PILOT program to date has been instrumental in promoting the effectiveness of market policies to significantly reduce peak period congestion. By allowing regions around the country to intensively study the concept, the PILOT program has significantly furthered the understanding of the role that congestion pricing can play in managing transportation costs while enhancing mobility. The recent opening of State Route 91 in California and the High Occupancy Toll Lanes in San Diego and the high level of public acceptance in recent public opinion surveys conducted as part of the Southern California Council of Governments' San Francisco Bay Bridge project and the Houston HOV buy-in project demonstrate the growing support for congestion pricing. Like any policy which involves a dramatic change in behavior among the general populous, implementations of congestion pricing face enormous challenges in terms of public education and acceptance. The program is now poised to capitalize on the concrete successes in a variety of locations around the country. The Portland metropolitan region is currently in the midst of a study which is exploring the potential of this tool to play a key role in our regional transportation future. The region is interested in having access to funding through the PILOT program should it conclude congestion pricing is an appropriate tool to implement in the Portland region. In particular, current proposals under consideration by Congress to limit these PILOT projects to three locations nationwide should be lifted or expanded.
11. Increased Funding. ISTEA recognized the critical link between transportation investments and economic development, increased productivity and individual opportunity. Funding for ISTEA programs should be increased to reflect this critical linkage. To maintain the equity and flexibility in ISTEA, the existing 80/20 funding ratio between highways and transit should remain constant.
12. Many of the highway funding distribution formulas are biased against Oregon, resulting in the state being in a "donor" status, paying more into the federal trust fund

than returns through ISTEA. These formulas should be revisited to correct this problem.

13. 4.3 cents of the federal fuel tax which was being used for deficit reduction was shifted back into the Transportation Trust Fund in 1997. When this tax increase was adopted by Congress, it was on the basis of being an interim measure to reduce the deficit and the commitment was made to return this to the Highway and Transit Trust Funds. This commitment was fulfilled in 1997 since the deficit is nearly in check but the authorization to spend these user fees has not been provided by Congress. In addition, even without this 4.3 cents, the Trust Funds have been growing due to limits on appropriation.

As the Congress debates options for use of the budget surplus, from cutting taxes to increased spending on social programs, a high priority should be placed on investing in transportation infrastructure. Toward this end, ISTEA spending levels should be increased to fully spend those user fees being collected as follows: 1) one-half cent for passenger rail; 2) 80 percent of the balance to the Highway Trust Fund; and 3) 20 percent of the balance to the Transit Trust Fund with an associated increase in spending authority in these areas to spend down the Trust Fund balances and the added 4.3 cents.

14. The High-Speed Rail Program within ISTEA should be reauthorized for the five selected priority corridors, including the Cascadia Corridor from Eugene, Oregon to Vancouver, B.C. There are important trackway improvements needed within the Portland metro area to improve speed and safety. In addition, the Portland region benefits from improved service (speed and frequency) to Eugene, Seattle and Vancouver, B.C.

Associated with this, one-half cent of the 4.3-cent gas tax previously dedicated to deficit reduction should be committed to intercity passenger services, capital improvements, such as high-speed rail, intercity bus and Amtrak. This program would provide for grants and loan guarantees to such applicants as ODOT, transit districts, Amtrak and local governments.

15. NHS Priority Corridors -- I-5 Trade Corridor. ISTEA designated several high priority NHS corridors throughout the nation. These corridors receive special funding for capital improvements. Oregon in cooperation with Washington and California should seek special status for I-5 as an NHS Priority Trade Corridor. With the passage of NAFTA, this special designation is of even greater importance.

Establishment of this tri-state international trade corridor should include a critical component focusing on the bi-state I-5 crossing corridor and the deficiencies in the current interface between north-south international trade on I-5, east-west international trade between the Pacific Rim and points east via the Ports of Portland and Vancouver, inadequate facilities to meet cross-river commuting demands and growth in barge traffic on the Columbia River and the difficulty in accommodating this river traffic.

With this I-5 Priority Trade Corridor designation, appropriate bi-state studies should be undertaken to address the problems of moving freight to and from the ports and between the states and moving commuters between these two parts of the Portland-Vancouver region. Following these studies to define and agree upon appropriate methods to address the needs, funds should be sought to begin implementing the key priority improvement projects.

16. Match Ratios. Oregon should oppose any attempts to change the match ratios as outlined in ISTEA. Oregon benefits from the sliding scale match ratio provisions of ISTEA tied to federal lands within the state and should advocate for their inclusion in the next ISTEA. In addition, ISTEA should explicitly allow "overmatching" federal funds with a higher than required local match.
17. Fiscal Constraint. The current requirement to base transportation plans and programs on realistic revenue forecasts should be continued. This requirement has brought about more realistic plans rather than simply a "wish list" and therefore greater attention to funding decisions which assume more cost-effective projects. However, equal attention should be paid to a "vision" plan to provide the basis for pursuing the funding needed to accomplish that vision.
18. Oregon is facing a severe shortfall in meeting its Transportation Capital needs. This has been exacerbated by federal funding cuts and lack of action by the Oregon Legislature to meet the need. Most recently, ODOT was forced to cut \$400 million from its Modernization Program. Highway "Demo" projects represent a possibility for helping to meet these needs. The state should submit projects that have the greatest likelihood of being included as "Demo" projects.
19. Fix the six-month lapse in ISTEA. In 1997, Congress failed to agree on the update to ISTEA which lapsed on September 30, 1997. In order to assure continued flow of funds to the states and localities, a six-month interim extension was adopted. Without action by

Congress, all federal spending will come to a halt on May 1, 1998, right before the start of the 1998 construction season. It is essential that Congress act to avoid this lapse and to provide the second half of funding for federal fiscal year 1998.

20. Support for Transportation/Land Use Program. Senator Wyden has sponsored a program to provide funds to states and localities for land use actions which support transportation. Eligible activities would include transit-oriented development, right-of-way protection, access management, and interchange management plans. The region supports enactment of this program and award of one of the discretionary grants to Oregon and the Portland region.
21. The Congress should not limit the options available to states on the type of user fee used to finance transportation, particularly to provide the means of maintaining cost responsibility between and within vehicle classifications.

Project Priorities

FY 97 was the final year of ISTEA which was adopted in 1991. In 1998, both consideration of the FY 98-2003 ISTEA and the FY 99 Appropriations Bill will provide opportunities to consider earmarking projects. The following priorities should be considered for funding through the ISTEA reauthorization or appropriations or other legislative actions. This list should be accepted on a preliminary basis to allow for coordination with ODOT on statewide priorities. It may be necessary to add projects elsewhere in the state or delete some Portland area projects. The "Regional Priority Projects" are endorsed as priorities for all jurisdictions of the region while the other projects are a priority for individual jurisdictions.

A. Regional Priority Projects

1. Completion of Westside/Hillsboro LRT project - Section 3.

\$36.8 million remains as the final appropriation in FY 99 for this project.

2. Initiation of South/North LRT project - Section 3.

It is the intent of the region to implement a phased South/North LRT project from the Clackamas Regional Center to Vancouver, Washington. The Draft EIS will be published in February 1998 to provide the basis for adoption of the final alignment and phasing plan. The Final EIS is scheduled for completion in early 1999 which will allow Tri-Met to enter into a Full-Funding Grant Agreement with the Federal Transit Administration in the summer of 1999 for the first construction segment. In support of this project, the region is seeking \$487.1 million in construction authorization for the project in the ISTEA update and an FY 99 appropriation of \$30 million for completion of preliminary engineering, the Final Environmental Impact Statement and final design and initial right-of-way purchases.

Also needed to accomplish this is a local and regional commitment over this same time period. Consideration should be given to various local and regional sources in addition to the \$475 million General Obligation Bond Measure, the \$55 million of regional STP funds and the \$10 million of Clackamas County urban renewal funds.

3. Deepening of the Columbia River Ship Channel - Corps of Engineers.

The Port of Portland, in cooperation with other Columbia River ports, is seeking Corps of Engineers funding to deepen the Columbia River ship channel to accommodate larger ocean-going vessels. This is critical to the

international competitiveness of the Portland area and the greater Columbia River Basin and directly tied to truck and freight rail access improvements in the Rivergate area.

We strongly support continued funding of \$635,000 in Fiscal Year 1999 for the U.S. Army Corps of Engineers' completion of the feasibility, environmental and engineering studies for the Columbia River channel deepening.

The region also encourages Congress to approve bill language to provide a contingent authorization for the federal share of the project, subject to required environmental, economic and engineering reviews. This authorization is a critical step in keeping the project on schedule for construction early in the next decade.

4. I-5 Priority Trade Corridor

The region requests earmarking \$10 million to the states of Oregon and Washington and the affected regional and local governments in the Portland-Vancouver area to develop a strategic plan to correct deficiencies in the bi-state I-5 Trade Corridor. This planning process should address and develop agreement on actions needed to meet the following needs:

- a. Structural, functional and capacity limitations on the I-5 Columbia River bridge and the I-5 approaches on both sides of the Columbia River causing congestion during commute periods, thereby impeding interstate and international commerce across the Columbia River.
- b. Impacts of congestion on access to the Port of Portland and Vancouver.
- c. Access routes to and from Port of Portland and Vancouver terminals, including Marine Drive, Columbia Boulevard, Mill Plain Road, access to West Hayden Island and access between the two ports.
- d. Effects of increased size and volume of barge traffic on I-5 and Burlington Northern Railroad lift spans and the resulting disruption to vehicular traffic. This could include Coast Guard involvement in correcting lift span problems, changing the location and/or depth of the main shipping channel and/or changing restrictions on hours of operation of the I-5 lift span.

Upon completion of this planning process, implementation priorities will be defined which could affect future ISTEA and appropriation requests. If the Congress chooses to

appropriate funds toward construction projects in this I-5 Trade Corridor, the region has projects that could proceed to implementation immediately.

B. Local or Agency Priority Projects

Projects presented in this section are acknowledged by the region as being a priority by one or more individual jurisdiction or agency in the Portland region. The projects presented below are grouped into a first component encompassing projects that our Congressional delegation have requested for inclusion in ISTEA and a second component which remain priorities and should be considered for funding if the opportunity arises.

PREVIOUSLY REQUESTED CONGRESSIONAL PRIORITIES

1. I-5/Highway 217/Kruse Way Interchange - FHWA Demo project.

A revised design has been developed and endorsed by ODOT, the affected local governments and Metro. \$38 million of Highway Demonstration funds or Interstate Discretionary funds would allow this critical I-5 bottleneck and safety problem to be corrected.

2. Sunnybrook Interchange - FHWA Demo project.

Project development on this project is nearly complete. \$19 million of Highway Demonstration funds or Interstate Discretionary funds in combination with previously committed ODOT and local funds would allow this project to proceed on schedule.

3. South Rivergate Railroad Overcrossing/Columbia Boulevard Corridor - FHWA Demo project.

Columbia River channel dredging and Rivergate rail improvements are increasing the cargo movements into and out of the Rivergate port terminals. \$15 million of Highway Demonstration funds for this railroad grade separation would enhance truck access to these terminals. This project is the second in a series of planned improvements in the Columbia Boulevard corridor between Rivergate and I-205.

4. Lovejoy Ramp Removal/Broadway Bridge Rehabilitation - FHWA Demo and Bridge Program.

Replacement of the Lovejoy ramp in the River district and upgrade to the Broadway Bridge will enable major redevelopment in this Central City district. \$15 million of Highway Demonstration funds and \$10 million of Highway Bridge Repair and Replacement funds would allow these projects to proceed.

5. Willamette Valley High-Speed Rail - High-Speed Rail Account.

Funding should be sought for track upgrade to improve speed and safety. The Eugene to Vancouver, B.C. corridor is one of five priority corridors selected by USDOT following establishment of the High-Speed Rail Program in the last ISTEA. A component of these funds should be through the recently authorized Amtrak capital improvement funding program.

6. Transit-Oriented Development Revolving Fund - Section 3.

In 1994, \$3 million of Regional STP funds were allocated to establish this revolving fund. The grant through the Federal Transit Administration was awarded in May 1997 and the program is now being implemented. \$10 million of additional funding is now being sought to allow additional projects adjacent to LRT to be implemented. Potential sources for these funds include HUD or through the land use program proposed by Senator Wyden to be included in ISTEA.

OTHER PRIORITIES

1. Sunset Highway - Phase III.

The Westside Corridor Project included both LRT to Hillsboro and Sunset Highway improvements. The Sunset Highway projects, however, have been delayed due to lack of funding. This \$27 million would allow the next logical phase to proceed.

2. 242nd Avenue/I-84 Connection: Mt. Hood Parkway Interim Improvement.

242nd Avenue is the region's designated NHS corridor connection between I-84 and U.S. 26. Existing roads in this corridor are poorly connected to these highways or provide less direct travel into and out of the region for autos and substantial truck movements.

The proposed project will provide for a more direct connection to I-84 by extending 242nd Avenue northerly from Glisan Street to Sandy Boulevard and connecting to I-84 via ramps. Development of this alignment will replace a hazardous, steep three-lane road (238th Avenue) which has a high accident rate and must be closed during icy conditions. Existing East County streets used for travel into and through the region are projected to suffer from increased congestion. Thus a more direct route with access control and with some operational changes can better serve these substantial non-local traffic movements.

Much of the right-of-way is currently owned by Multnomah County and ODOT. Project cost for project construction is \$20 million. An additional \$5 million is proposed to make operational enhancements to the existing 242nd Avenue to improve flow and eliminate bottlenecks.

3. Cornell @ Cornelius Pass and Baseline @ 185th Intersections.

Implementation of the Region 2040 Growth Concept in the vicinity of the Westside LRT project creates the need to also provide road improvements. This \$12 million demonstration project will identify and construct the correct solution to accommodate the land use regime the region desires for this area.

4. Federal demonstration funds for a regional "Intelligent Transportation System" should be sought. This technology shows promise to improve the efficiency of the region's freeway, arterial and transit systems.
5. Buses

Tri-Met has a continuing need to expand its fleet by 18 buses per year in addition to the routine placement of 34 buses. Tri-Met should work with ODOT to develop a statewide funding request for bus-related improvements by transit systems statewide.

The criteria for recommending these projects is as follows:

1. Projects are of statewide significance.
2. Projects can be built within the timeframe of the next ISTEA bill (1998-2003).
3. There is a strong base of support for the project within the governments, community and business organizations.
4. The proposal would bring new funds to the state, not merely result in reallocation of existing funds.
5. Members of the Congressional delegation express a willingness to pursue the project.
6. There should be a short list of priorities.
7. The list should be integrated with ODOT's statewide priorities.

EXHIBIT A

ISTEA REAUTHORIZATION
PORTLAND, OREGON
REGIONAL POSITION PAPER
~~JANUARY 1997~~
FEBRUARY 1998

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In order to ensure these national interests are accomplished through the distribution of federal transportation funds, a programmatic approach, rather than a block grant approach, is most appropriate. In this manner, the Federal Government can target its resources to the program areas that represent the national interest. The current ISTEA, with several improvements, provides an excellent model for such an approach to the next ISTEA and most of the new ISTEA proposals continue with this model. The ground-breaking changes in flexible financing, local control and public involvement embodied in the passage of ISTEA in 1991 were a major step forward in transportation development. Reauthorization of ISTEA should focus on building on the strengths of this landmark legislation rather than on major rollbacks or wholesale changes.

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and forest lands, reinvesting in communities, meeting air quality standards, efficiently using existing infrastructure, and maintaining a livable region in the face of massive growth. It is essential that the Federal Government maintain its partnership with the Portland region through the reauthorization of ISTEA.

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3. **Flexible Funding.** The region supports maintaining and, where appropriate, expanding flexible funding. Flexibility gives local and state governments and citizens the opportunity to craft the most appropriate local solutions to transportation needs. Flexible funding has been a key component of this region's effort to respond to the demands of growth, address congestion and freight

mobility needs and preserve livability and environmental quality. While the region supports continuing the existing categories for Surface Transportation Program funds, Transportation Enhancement funds, and Congestion Mitigation/Air Quality funds, including metropolitan set-asides, there should not be any additional categorical funding allocations in the next ISTEA if they have the effect, particularly in the environment of reduced or level funding, of actually reducing rather than increasing flexibility. This can occur if there is less funding split up among more categories. The region supports expanding the flexibility of existing STP and CMAQ funds to address capital improvements to freight and passenger rail and intermodal facilities. In addition, the region supports maintaining the existing flexibility provisions for the NHS program.

4. Maintain the Federal Transit Program. Some proposals under consideration by Congress would dramatically alter the transit program to establish a "minimum allocation" to each state rather than the current model based upon where the need is the greatest, where the greatest amount of service is provided and which projects have the highest merit. Retaining the current structure is particularly important in maintaining a viable "New Starts" program. Light rail projects cannot be built based upon a small formula allocation to each state. Rather, periodic large appropriations are needed to build a segment of that system, followed by years when no funds whatsoever are provided. This is comparable to the years when the Interstate system was being built -- many states received more to construct their segments of the Interstate system than they were contributing to the Trust Fund through user fees.
45. Reject Rollbacks and Devolution. The region does not support the rollback or elimination of major elements of ISTEA, such as local control, public involvement or joint MPO/state DOT approval of TIP/STIP or the "devolution" of the federal program and its return to the states. The passage of ISTEA resulted in improved coordination between the state, region and federal transportation providers. The benefits to the taxpayers are a more efficient use of existing transportation investments and the construction of new investments that best reflect their individual community needs. In this region, the experience of ISTEA has been a positive one and has resulted in a greater degree of public involvement in and support for the transportation investments. In addition, it is problematic for states to adopt sufficient tax increases to offset the elimination of the federal program.

56. Discretionary Section 3 "New Start" Program. The region supports the continuation of a discretionary Section 3 "New Starts" program. The program has been shown to be an effective way for urban areas to implement large-scale innovative transit alternatives to new freeway construction. Opportunities to leverage private sector investments are substantially enhanced with the existence of a categorical program and predictable funding allocations. The existence of a categorical program and the scale of investment accommodated by the New Start program is critical to the integration of long-range transit development and land use planning efforts such as that underway in the Portland region.

The region supports the proposal now under consideration in the House Bill to change the "New Starts" program from one of earmarking of specific projects by Congress to one of advancing the projects with the highest merit. Under this proposal, 92 percent of the funds would be available to commit to construction of new projects and 8 percent to pre-construction environmental and engineering studies. Construction funds for a specific project would be approved by Congress at the point in time it has completed its pre-construction engineering and environmental studies based heavily on an independent recommendation of the Federal Transit Administration on the merits of the project. Under this approach, we would anticipate that the South/North LRT project would be authorized for construction in this ISTEA update with the actual funding commitment for Segment 1 provided in 1999 upon completion of the Final Environmental Impact Statement.

67. New Start Evaluation and Land Use Benefits. The region believes that one of the most important benefits of the Section 3 New Start program is the opportunity it offers communities to reduce urban sprawl and its associated costs. The new ISTEA should direct FTA to include the benefits of improved land use and the reduced costs of sprawl in the analysis for new rail projects. Projects which can demonstrate the reduced costs of sprawl through legally binding land use requirements should be given additional consideration in the allocation of New Start funding.

FTA should be encouraged to continue its efforts to include in its evaluations the value of reduced sprawl, reduced utility costs, road construction and maintenance costs, air pollution and other benefits associated with the more compact development pattern attainable with integrated transit development and land use planning.

78. Blanket Authorization of Contingent Commitments and Existing Full-Funding Grant Agreements. The region supports the "en bloc" authorization of contingent commitment projects and carryover Full-Funding Grant Agreements. Failure to authorize these projects would unfairly penalize communities that have moved forward with the expenditure of local and state funds under the spirit and the letter of ISTEA's contingent commitment provisions. The level of local trust and cooperation with the Federal Government would be seriously harmed if contingent commitment projects are not authorized as indicated in ISTEA. Not authorizing contingent commitment projects will send a signal to the private sector that public sector financing is unreliable and would reduce future opportunities for public-private ventures. "En bloc" reauthorization of carryover Full-Funding Grant Agreements is critical to complete projects in mid-stream. In many cases, appropriations for these projects have not kept pace with the amount authorized in the current ISTEA and contracted for in these Full-funding Grant Agreements. The remaining appropriation must be provided for in the next ISTEA.
89. Innovative Financing. Steps taken in ISTEA to authorize innovative methods for financing transportation facilities is very helpful. These should be nurtured and expanded in the next ISTEA authorization bill. The flexible funding provisions of ISTEA provided important new tools for local communities to address their transportation needs. However, transportation infrastructure needs still far outstrip local, state and federal resources. Additional innovative financing mechanisms should be explored and local jurisdictions, MPOs and states should be given a broader range of tools to address funding shortfalls. In particular, the region supports expanded authority for tolling federal facilities to address mobility, freight movement and congestion demands. Secondly, the Congestion Pricing authority should be retained and funded. Third, expanded opportunities for public-private partnerships could allow greater private sector participation in transportation financing. Fourth, expanded methods of providing the required local match should be retained and enhanced. Finally, the pilot effort to implement "Infrastructure Banks" should continue, be made permanent and ~~should be capitalized with federal seed money~~ the "firewalls" between the transit and highway portions of the banks should be removed.

Of particular interest in the area of Innovative Finance is a proposal being considered in the Senate Bill to provide a federal credit enhancement program to help

with short-term borrowing required on large projects. Referred to as the "Transportation Infrastructure Financing Improvement Act" or "TIFIA," this program would provide federal support to borrow funds, thereby enhancing short-term cash flow, lowering interest costs and speeding up project completion.

- ~~9~~10. Congestion Pricing. The Congestion Pricing PILOT Program should be retained and funded. Market-based mechanisms have proven ability to manage demand with limited resources. The PILOT program to date has been instrumental in promoting the effectiveness of market policies to significantly reduce peak period congestion. By allowing regions around the country to intensively study the concept, the PILOT program has significantly furthered the understanding of the role that congestion pricing can play in managing transportation costs while enhancing mobility. The recent opening of State Route 91 in California and the High Occupancy Toll Lanes in San Diego and the high level of public acceptance in recent public opinion surveys conducted as part of the Southern California Council of Governments' ~~and the San Francisco Bay Bridge projects~~ and the Houston HOV buy-in project demonstrate the growing support for congestion pricing. Like any policy which involves a dramatic change in behavior among the general populous, implementations of congestion pricing face enormous challenges in terms of public education and acceptance. The program is now poised to capitalize on the concrete successes in a variety of locations around the country. The Portland metropolitan region is currently in the midst of a study which is exploring the potential of this tool to play a key role in our regional transportation future. The region is interested in having access to funding through the PILOT program should it conclude congestion pricing is an appropriate tool to implement in the Portland region. In particular, current proposals under consideration by Congress to limit these PILOT projects to three locations nationwide should be lifted or expanded.
- ~~10~~11. Increased Funding. ISTEA recognized the critical link between transportation investments and economic development, increased productivity and individual opportunity. Funding for ISTEA programs should be increased to reflect this critical linkage. To maintain the equity and flexibility in ISTEA, the existing 80/20 funding ratio between highways and transit should remain constant.
- ~~11~~12. Many of the highway funding distribution formulas are biased against Oregon, resulting in the state being in a

"donor" status, paying more into the federal trust fund than returns through ISTEA. These formulas should be revisited to correct this problem.

1213. 4.3 cents of the federal fuel tax ~~is now~~ which was being used for deficit reduction was shifted back into the Transportation Trust Fund in 1997. When this tax increase was adopted by Congress, it was on the basis of being an interim measure to reduce the deficit and the commitment was made to return this to the Highway and Transit Trust Funds. This commitment ~~should be~~ was fulfilled in 1997 since through a shift of this 4.3 cents to the deficit is nearly in check but the authorization to spend these user fees has not been provided by Congress. In addition, even without this 4.3 cents, the Trust Funds have been growing due to limits on appropriation.

As the Congress debates options for use of the budget surplus, from cutting taxes to increased spending on social programs, a high priority should be placed on investing in transportation infrastructure. Toward this end, ISTEA spending levels should be increased to fully spend those user fees being collected as follows: 1) one-half cent for passenger rail; 2) 80 percent of the balance to the Highway Trust Fund; and 3) 20 percent of the balance to the Transit Trust Fund with an associated increase in spending authority in these areas to spend down the Trust Fund balances and the added 4.3 cents.

1314. The High-Speed Rail Program within ISTEA should be reauthorized for the five selected priority corridors, including the Cascadia Corridor from Eugene, Oregon to Vancouver, B.C. There are important trackway improvements needed within the Portland metro area to improve speed and safety. In addition, the Portland region benefits from improved service (speed and frequency) to Eugene, Seattle and Vancouver, B.C.

Associated with this, one-half cent of the 4.3-cent gas tax ~~now~~ previously dedicated to deficit reduction should be committed to intercity passenger services, capital improvements, such as high-speed rail, intercity bus and Amtrak. This program would provide for grants and loan guarantees to such applicants as ODOT, transit districts, Amtrak and local governments.

1415. NHS Priority Corridors -- I-5 Trade Corridor. ISTEA designated several high priority NHS corridors throughout the nation. These corridors receive special funding for capital improvements. Oregon in cooperation with Washington and California should seek special status for

I-5 as an NHS Priority Trade Corridor. With the passage of NAFTA, this special designation is of even greater importance.

Establishment of this tri-state international trade corridor should include a critical component focusing on the bi-state I-5 crossing corridor and the deficiencies in the current interface between north-south international trade on I-5, east-west international trade between the Pacific Rim and points east via the Ports of Portland and Vancouver, inadequate facilities to meet cross-river commuting demands and growth in barge traffic on the Columbia River and the difficulty in accommodating this river traffic.

With this I-5 Priority Trade Corridor designation, appropriate bi-state studies should be undertaken to address the problems of moving freight to and from the ports and between the states and moving commuters between these two parts of the Portland-Vancouver region. Following these studies to define and agree upon appropriate methods to address the needs, funds should be sought to begin implementing the key priority improvement projects.

- ~~15~~16. Match Ratios. Oregon should oppose any attempts to change the match ratios as outlined in ISTEA. Oregon benefits from the sliding scale match ratio provisions of ISTEA tied to federal lands within the state and should advocate for their inclusion in the next ISTEA. In addition, ISTEA should explicitly allow "overmatching" federal funds with a higher than required local match.
- ~~16~~17. Fiscal Constraint. The current requirement to base transportation plans and programs on realistic revenue forecasts should be continued. This requirement has brought about more realistic plans rather than simply a "wish list" and therefore greater attention to funding decisions which assume more cost-effective projects. However, equal attention should be paid to a "vision" plan to provide the basis for pursuing the funding needed to accomplish that vision.
- ~~17~~18. Oregon is facing a severe shortfall in meeting its Transportation Capital needs. This has been exacerbated by federal funding cuts and lack of action by the Oregon Legislature to meet the need. Most recently, ODOT was forced to cut \$400 million from its Modernization Program. Highway "Demo" projects represent a possibility for helping to meet these needs. The state should submit projects that have the greatest likelihood of being included as "Demo" projects.

19. Fix the six-month lapse in ISTEA. In 1997, Congress failed to agree on the update to ISTEA which lapsed on September 30, 1997. In order to assure continued flow of funds to the states and localities, a six-month interim extension was adopted. Without action by Congress, all federal spending will come to a halt on May 1, 1998, right before the start of the 1998 construction season. It is essential that Congress act to avoid this lapse and to provide the second half of funding for federal fiscal year 1998.

20. Support for Transportation/Land Use Program. Senator Wyden has sponsored a program to provide funds to states and localities for land use actions which support transportation. Eligible activities would include transit-oriented development, right-of-way protection, access management, and interchange management plans. The region supports enactment of this program and award of one of the discretionary grants to Oregon and the Portland region.

21. The Congress should not limit the options available to states on the methods of collecting transportation user fees, particularly to provide the means of maintaining cost-responsibility between light and heavy vehicles.

Project Priorities

FY 97 ~~is~~ was the final year of ISTEA which was adopted in 1991. In 1997~~8~~, both consideration of the FY 98-2003 ISTEA and the FY 98~~9~~ Appropriations Bill will provide opportunities to consider earmarking projects. The following priorities should be considered for funding through the ISTEA reauthorization or appropriations or other legislative actions. This list should be accepted on a preliminary basis to allow for coordination with ODOT on statewide priorities. It may be necessary to add projects elsewhere in the state or delete some Portland area projects. The "Regional Priority Projects" are endorsed as priorities for all jurisdictions of the region while the other projects are a priority for individual jurisdictions.

A. Regional Priority Projects

1. Completion of Westside/Hillsboro LRT project - Section 3.

~~\$74 million of "contingent commitment" for the Hillsboro extension must be authorized in ISTEA; in addition,~~
\$10036.8 million remains to be appropriated as the final appropriation in FY 989 for this project.

2. Initiation of South/North LRT project - Section 3.

~~It is the intent of the region to re-examine the scope and cost of the South/North project now under consideration in order to define a Phase I project that meets regional objectives within a more constrained budget and to seek federal "New Rail Starts" funding. In March 1997, the region will amend the alternatives now under consideration in the Draft EIS. This project is likely to require partial funding in the next ISTEA and a commitment to complete the funding in the following ISTEA.~~ implement a phased South/North LRT project from the Clackamas Regional Center to Vancouver, Washington. The Draft EIS will be published in February 1998 to provide the basis for adoption of the final alignment and phasing plan. The Final EIS is scheduled for completion in early 1999 which will allow Tri-Met to enter into a Full-Funding Grant Agreement with the Federal Transit Administration in the summer of 1999 for the first construction segment. In support of this project, the region is seeking \$487.1 million in construction authorization for the project in the ISTEA update and an FY 99 appropriation of \$30 million for completion of preliminary engineering, the Final Environmental Impact Statement and final design and initial right-of-way purchases.

Also needed to accomplish this is a local and regional commitment over this same time period. Consideration should be given to various local and regional sources in addition to the \$475 million General Obligation Bond Measure, and the \$55 million of regional STP funds and the \$10 million of Clackamas County urban renewal funds.

~~The region will consider adoption of a detailed financial plan for this proposal in March 1997.~~

3. Deepening of the Columbia River Ship Channel - Corps of Engineers.

The Port of Portland, in cooperation with other Columbia River ports, is seeking Corps of Engineers funding to deepen the Columbia River ship channel to accommodate larger ocean-going vessels. This is critical to the international competitiveness of the Portland area and the greater Columbia River Basin and directly tied to truck and freight rail access improvements in the Rivergate area.

We strongly support continued funding of \$725,000 per year in Fiscal Years 1998 and 1999 for the U.S. Army Corps of Engineers' completion of the feasibility and environmental studies for the Columbia River channel deepening.

The region also encourages Congress to approve bill language to provide a contingent authorization ~~of \$65 million~~ for the federal share of the project, subject to required environmental, economic and engineering reviews. This authorization is a critical step in keeping the project on schedule for construction early in the next decade.

4. I-5 Priority Trade Corridor

The region requests earmarking \$10 million to the states of Oregon and Washington and the affected regional and local governments in the Portland-Vancouver area to develop a strategic plan to correct deficiencies in the bi-state I-5 Trade Corridor. This planning process should address and develop agreement on actions needed to meet the following needs:

- a. Structural, functional and capacity limitations on the I-5 Columbia River bridge and the I-5 approaches on both sides of the Columbia River causing congestion during commute periods, thereby impeding interstate and international commerce across the Columbia River.
- b. Impacts of congestion on access to the Port of Portland and Vancouver.

- c. Access routes to and from Port of Portland and Vancouver terminals, including Marine Drive, Columbia Boulevard, Mill Plain Road, access to West Hayden Island and access between the two ports.
- d. Effects of increased size and volume of barge traffic on I-5 and Burlington Northern Railroad lift spans and the resulting disruption to vehicular traffic. This could include Coast Guard involvement in correcting lift span problems, changing the location and/or depth of the main shipping channel and/or changing restrictions on hours of operation of the I-5 lift span.

Upon completion of this planning process, implementation priorities will be defined which could affect future ISTEA and appropriation requests. If the Congress chooses to appropriate funds toward construction projects in this I-5 Trade Corridor, the region has projects that could proceed to implementation immediately.

B. Local or Agency Priority Projects

Projects presented in this section are acknowledged by the region as being a priority by one or more individual jurisdiction or agency in the Portland region. The projects presented below are grouped into a first component encompassing projects that our Congressional delegation have requested for inclusion in ISTEA and a second component which remain priorities and should be considered for funding if the opportunity arises.

PREVIOUSLY REQUESTED CONGRESSIONAL PRIORITIES

1. I-5/Highway 217/Kruse Way Interchange - FHWA Demo project.

A revised design has been developed and endorsed by ODOT, the affected local governments and Metro. \$38 million of Highway Demonstration funds or Interstate Discretionary funds would allow this critical I-5 bottleneck and safety problem to be corrected.

2. Sunnybrook Interchange - FHWA Demo project.

Project development on this project is nearly complete. \$19 million of Highway Demonstration funds or Interstate Discretionary funds in combination with previously committed ODOT and local funds would allow this project to proceed on schedule.

3. South Rivergate Railroad Overcrossing/Columbia Boulevard Corridor - FHWA Demo project.

Columbia River channel dredging and Rivergate rail improvements are increasing the cargo movements into and out

of the Rivergate port terminals. \$15 million of Highway Demonstration funds for this railroad grade separation would enhance truck access to these terminals. This project is the second in a series of planned improvements in the Columbia Boulevard corridor between Rivergate and I-205.

54. Lovejoy Ramp Removal/Broadway Bridge Rehabilitation - FHWA Demo and Bridge Program.

Replacement of the Lovejoy ramp in the River district and upgrade to the Broadway Bridge will enable major redevelopment in this Central City district. \$15 million of Highway Demonstration funds and \$10 million of Highway Bridge Repair and Replacement funds would allow these projects to proceed.

95. Willamette Valley High-Speed Rail - High-Speed Rail Account.

Funding should be sought for track upgrade to improve speed and safety. The Eugene to Vancouver, B.C. corridor is one of five priority corridors selected by USDOT following establishment of the High-Speed Rail Program in the last ISTEA. A component of these funds should be through the recently authorized Amtrak capital improvement funding program.

106. Transit-Oriented Development Revolving Fund - Section 3.

In 1994, \$3 million of Regional STP funds were allocated to establish this revolving fund. Initiation of The grant application through the Federal Transit Administration is now in progress was awarded in May 1997 and the program is now being implemented. In addition, \$10 million of Section 3 funds would additional funding is now being sought to allow additional projects adjacent to LRT to be implemented. Potential sources for these funds include HUD or through the land use program proposed by Senator Wyden to be included in ISTEA.

OTHER PRIORITIES

41. Sunset Highway - Phase III.

The Westside Corridor Project included both LRT to Hillsboro and Sunset Highway improvements. The Sunset Highway projects, however, have been delayed due to lack of funding. This \$27 million would allow the next logical phase to proceed.

72. 242nd Avenue/I-84 Connection: Mt. Hood Parkway Interim Improvement.

242nd Avenue is the region's designated NHS corridor connection between I-84 and U.S. 26. Existing roads in this corridor are poorly connected to these highways or provide less direct travel into and out of the region for autos and substantial truck movements.

The proposed project will provide for a more direct connection to I-84 by extending 242nd Avenue northerly from Glisan Street to Sandy Boulevard and connecting to I-84 via ramps. Development of this alignment will replace a hazardous, steep three-lane road (238th Avenue) which has a high accident rate and must be closed during icy conditions. Existing East County streets used for travel into and through the region are projected to suffer from increased congestion. Thus a more direct route with access control and with some operational changes can better serve these substantial non-local traffic movements.

Much of the right-of-way is currently owned by Multnomah County and ODOT. Project cost for project construction is \$20 million. An additional \$5 million is proposed to make operational enhancements to the existing 242nd Avenue to improve flow and eliminate bottlenecks.

83. Cornell @ Cornelius Pass and Baseline @ 185th Intersections.

Implementation of the Region 2040 Growth Concept in the vicinity of the Westside LRT project creates the need to also provide road improvements. This \$12 million demonstration project will identify and construct the correct solution to accommodate the land use regime the region desires for this area.

114. Federal demonstration funds for a regional "Intelligent Transportation System" should be sought. This technology shows promise to improve the efficiency of the region's freeway, arterial and transit systems.

5. Buses

Tri-Met has a continuing need to expand its fleet by 18 buses per year in addition to the routine placement of 34 buses. Tri-Met should work with ODOT to develop a statewide funding request for bus-related improvements by transit systems statewide.

- ~~6. Seek federal discretionary funds to "capitalize" the Oregon State Infrastructure Bank for such projects as the Tualatin Expressway and cash flow management for the Westside LRT project.~~

The criteria for recommending these projects is as follows:

1. Projects are of statewide significance.
2. Projects can be built within the timeframe of the next ISTEA bill (1998-2003).
3. There is a strong base of support for the project within the governments, community and business organizations.
4. The proposal would bring new funds to the state, not merely result in reallocation of existing funds.
5. Members of the Congressional delegation express a willingness to pursue the project.
6. There should be a short list of priorities.
7. The list should be integrated with ODOT's statewide priorities.

ISTEA Priorities – Errata sheet:

Page 9 number 21

The Congress should not limit the options available to states on the type of user fee used to finance transportation, particularly to provide the means of maintaining cost-responsibility between and within vehicle classifications.

Page 11, number 3:

We strongly support continued funding of \$635,000 in Fiscal Year 1999 for the U.S. Army Corps. Of Engineers' completion of the feasibility, environmental and engineering studies for the Columbia River channel deepening.

Also needed to accomplish this is a local and regional commitment over this same time period. Consideration should be given to various local and regional sources in addition to the \$475 million General Obligation Bond Measure, and the \$55 million of regional STP funds and the \$10 million of Clackamas County urban renewal funds.

~~The region will consider adoption of a detailed financial plan for this proposal in March 1997.~~

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- b. Impacts of congestion on access to the Port of Portland and Vancouver.



Oregon Highway Plan

U P D A T E

Oregon Department of Transportation

January 1998

Public review of policies begins

System efficiency, partnerships, safety, and the links between land use and transportation—these are the themes of the draft 1998 Oregon Highway Plan. The policies and investment strategies in the Highway Plan will guide the way the Oregon Department of Transportation (ODOT) develops, manages

and invests in the state highway system for the next 20 years. These policies, actions and a highway needs analysis are now ready for your review and comment. ODOT is holding public meetings throughout the state in February and early March to provide information about the Plan and gather comments.

The 1998 Highway Plan updates the 1991 Highway Plan, refines the 1992 Oregon Transportation Plan, and implements the proposed Strategy for Integrating Transportation and Land Use. The Plan includes policies and investment strategies for the state highway system. It leaves identification of specific highway problems and projects to corridor plans, regional and local transportation system plans and other forums.

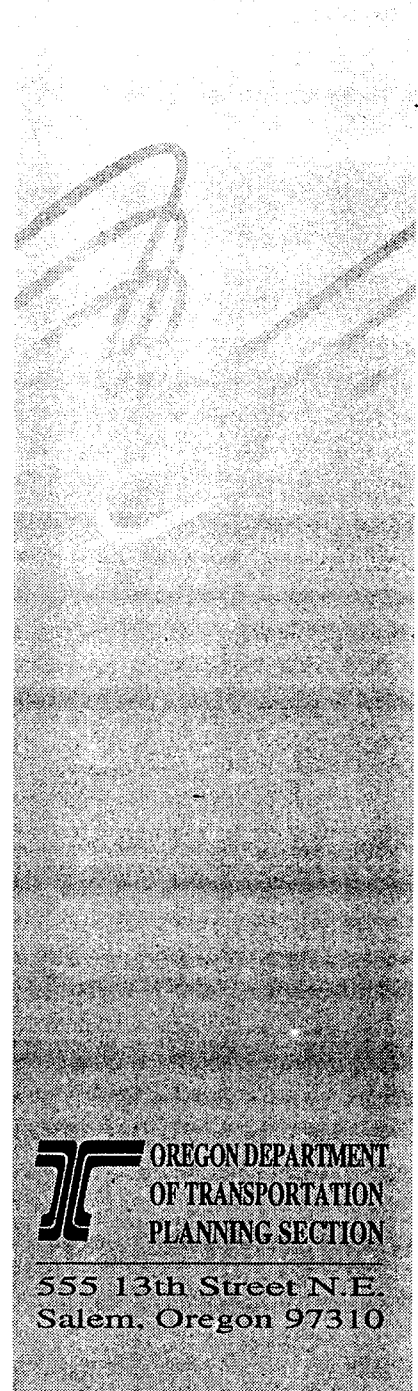
The challenge for the Plan is to set policies and strategies for managing

a large system with many diverse users and scarce funding. The highway system serves short and long distance trucks, intercity buses, transit, bicycles, pedestrians, private vehicles and other vehicles. Although the state highway system is less than 10 percent of Oregon's road mileage, state highways handle over 60 percent of the daily traffic. In 1996 Oregonians and visitors drove more than 51 million miles every day on the state highway system.

Oregon's population has been growing faster than the national average and is expected to grow by some 1.2 million people by 2020. While some trends that have increased personal travel in the past (such as increases to the workforce and income) are moderating, population growth will cause increased travel and congestion on the state highways.

In spite of the highway system's heavy use, there has been no increase in the state gas tax for six years. This means that spending for maintaining and expanding the highway system is not keeping up with inflation. ODOT will not be able to maintain highways at their

(continued on page 2)



555 13th Street N.E.
Salem, Oregon 97310

1998 Highway Plan Process



Policy Development
May-December 1997



Development of Highway Needs Analysis
May-December 1997



Public Review of Policies and Needs Analysis
January-March 1998



Development of Investment and Implementation Strategies
February-May 1998



Public Review of Investment and Implementation Strategies
June-July 1998



OTC Adoption of Highway Plan
August 1998

(continued from page 1)

current condition unless funding increases. Since road construction is very expensive, it is unlikely that many new highways will be built in the future. Instead, the challenge will be to improve the efficiency and safety of the highways we already have.

Almost 70 people from throughout the state, representing local governments, state and federal agencies, user groups, business and environmental groups, ODOT staff and others have drafted the goals, policies and actions of the Highway Plan in a series of committee meetings that began in May 1997.

The Plan envisions a state highway system that is safe, attractive, efficient and dependable for Oregonians and visitors, and that supports state and local goals for economic opportunity, livability and a sustainable environment. The Plan recognizes the importance of the freight system and the highway system's links with public transportation and other alternate modes. It recognizes that ODOT is a steward of the environ-

mental and scenic resources in the highway right-of-way.

To find out what the needs for revenue are, ODOT staff has analyzed modernization, preservation, operations and maintenance needs for the years 1998 through 2017. Staff members considered the condition of the pavement and bridges, traffic projections, congestion, safety problems and other needs. From these, they developed a highway needs analysis. The policies and needs analysis will be the subject of the public meetings in February and March.

This spring the Highway Plan Steering Committee, chaired by Steven Corey of the Transportation Commission, will use the needs analysis to look at investment trade-offs based on available revenues. Is it more important, for example, to maintain pavement conditions on all state highways or to widen urban highways to relieve congestion? These investment strategies will be ready for public review in June and July.

The Oregon Transportation Commission is scheduled to adopt the Highway Plan in August 1998.

Information about the Highway Plan is also available on the Internet at

<http://www.odot.state.or.us/tdb/planning/highway>

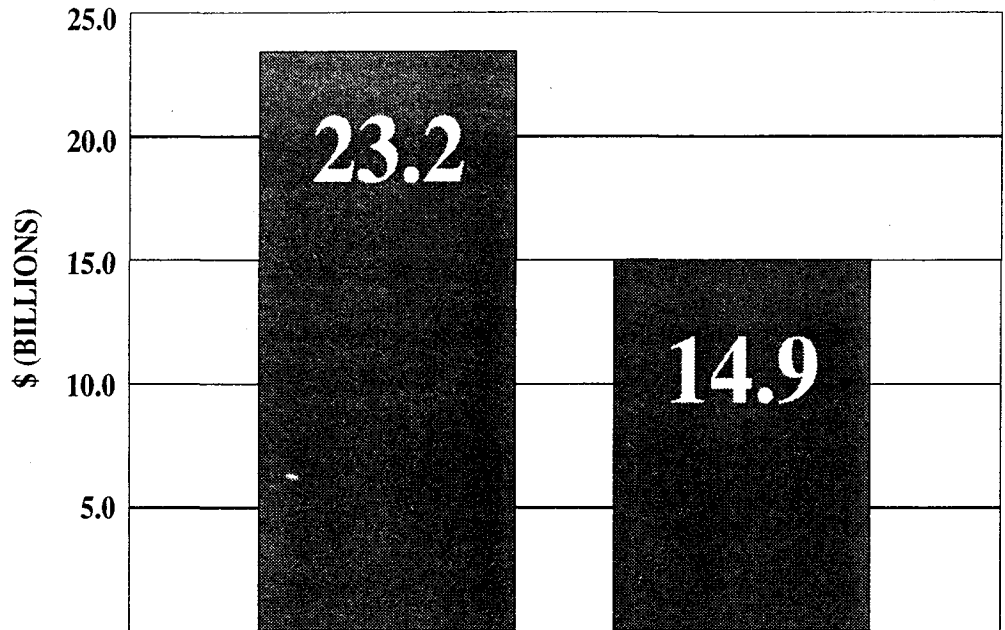
The Highway Plan's Website has the latest public meeting schedule, documents to download, and other information.

NEEDS ANALYSIS

Successful implementation of the Highway Plan's policies and actions will depend on highway needs and future revenues. ODOT has analyzed current highway needs and made projections of revenue levels over the 20-year period of the Highway Plan. These needs are in eight major programs. The table to the right summarizes each category, the estimated yearly cost in 1997 dollars, and the total 20-year need (calculated assuming 2.9% annual inflation).

If revenues remain at current rates, there will be a shortfall of at least \$8.3 billion over the 20-year planning period of the 1998 Highway Plan (see chart at right). This suggests that either funding rates will have to rise or that transportation programs will need to be reduced or eliminated. The Highway Plan Steering Committee will be working on investment strategies this spring. This part of the Highway Plan, called the System Element, will be the subject of public review in the late spring and early summer of 1998.

PROJECTED 20-YEAR HIGHWAY NEEDS AND REVENUES



Centers and Through Traffic

Many state highways pass through business districts and community downtowns. In these areas, conflicts often arise between local traffic and pedestrians and through traffic, which favors higher speeds. The proposed Land Use and Transportation policy addresses the relationship between accessibility and mobility.

In designated centers which are approved as Special Transportation Areas (STAs), the policy supports accessibility for local vehicles, pedestrians, bicyclists and transit riders. In developed areas outside of STAs, the policy strives to find the right balance between accessibility and mobility. In less populated areas, the policy favors mobility of through traffic.

The policy reinforces urban centers while protecting the overall functionality of the state highway system.

SYSTEM DEFINITION



The 1998 Oregon Highway Plan

*will have two major sections:
the Policy Element,
which contains goals,
policies, actions,
and a needs analysis, and
the System Element,
which will define investment
and implementation
strategies. This draft of
the Highway Plan focuses
on the Policy Element.*

*The draft Highway Plan
Policy Element contains
five major policy areas:
System Definition,
System Management,
Access Management,
Travel Alternatives,
Environmental
and Scenic Resources.*

GOAL

To maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon's local, regional, and statewide economies and livability of its communities.

POLICIES

State Highway Classification System

Defines six categories of state highways: Interstate, Statewide, Intermodal Connectors, Regional Highways, District Highways, and Local Interest Roads.

Special Purpose Highway Designations

Designates four types of roads that have unique management, financing, and design needs. These special purpose designations will help define management and investment priorities:

- **Land Use and Transportation**
Works to improve local accessibility in downtowns and other commercial and business centers while protecting through traffic and discouraging strip developments in other areas.
- **State Highway Freight System**
Recognizes the importance of maintaining efficient through movements on designated freight routes.
- **Scenic Byways**
Preserves and enhances designated Scenic Byway routes.
- **Lifeline Routes**
Provides a secure network of roads necessary for emergency services response after disasters such as earthquakes and floods.

Level of Service Standards

Establishes highway operating standards which focus on maintaining intercity mobility.

Major Improvements

Requires ODOT to improve highway efficiency before considering major highway projects such as new roads and bypasses.

SYSTEM MANAGEMENT

GOAL

To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of a highway system that:

- Safeguards the state highway system by maintaining functionality and integrity.
- Ensures that local mobility and accessibility needs are met, and
- Enhances system efficiency and safety.

POLICIES

Interjurisdictional Partnerships

Encourages partnerships with federal agencies, cities, and counties to make more efficient use of limited transportation resources.

Off-System Improvements

Allows ODOT to provide financial assistance to local jurisdictions for transportation projects that will relieve demand on a state highway.

Interjurisdictional Transfers

Establishes a process for exchanging roads between ODOT and local jurisdictions when the exchange leads to management efficiencies.

Public Involvement

Ensures that citizens, businesses, local governments, federal agencies, and tribal governments have opportunities to be involved in decisions which affect the state highway system.

Intelligent Transportation Systems

Encourages the use of new technologies which can provide increased safety and efficiency without increasing the physical size of highways.

Traffic Safety

Emphasizes ODOT's commitment to increasing highway safety with a broad range of solutions.

Rail and Highway Compatibility

Increases safety at rail/highway crossings.

ACCESS MANAGEMENT

GOAL

To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure the statewide movement of goods and services, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles.

POLICIES

Classification and Spacing Standards

Sets standards for the location, spacing, and type of street intersections, approach roads, median openings, and traffic signals on state highways to facilitate safe and efficient highway traffic flow.

Medians

Sets criteria for the use of medians on state highways to improve safety and traffic flow.

Interchange Access Management

Establishes management approaches for land use and access control at grade-separated highway interchanges, which are critical links in the statewide transportation system.

Variance Policy

Creates a process for granting variances to access management policies in unusual circumstances.

TRAVEL ALTERNATIVES

GOAL

To optimize the overall efficiency and utility of the state highway system through the use of alternative modes and travel demand strategies.

POLICIES

Efficiency of Freight Movement

Establishes management priorities to improve the efficiency of freight movements on the state highway system and access to intermodal connectors.

Alternative Passenger Modes

Supports the use of alternative passenger systems such as rail, bus, and transit where travel demand, land use, and other factors indicate the potential for their successful and effective development.

High Occupancy Vehicle Facilities

Allows ODOT to use HOV facilities where they can improve the efficiency of the highway system.

Transportation Demand Management

Supports efficient use of the state highway system through programs to reduce single-occupant vehicle use.

Park and Ride Facilities

Encourages development and use of park and ride facilities on the state highway system.

ENVIRONMENTAL & SCENIC RESOURCES

GOAL

To protect and enhance the natural and built environment throughout the process of constructing, operating, and maintaining the state highway system.

POLICIES

Environmental Resources

Strengthens ODOT's commitment to improving the natural and built environment including air quality, fish passage and habitat, wildlife habitat and migration routes, sensitive habitats, vegetation, and water resources where affected by ODOT facilities.

Scenic Resources

Protects and enhances scenic resources on state highways in all phases of highway project planning, development, construction, and maintenance.

Highway Plan Public Meeting Schedule

Now is the time for you to get involved in planning for Oregon's state highway system. ODOT staff will be travelling around Oregon in February and March 1998 to provide information about the Policy Element of the Plan and get feedback from you. The meeting schedule is presented below. If you are hearing impaired and would like assistance, please let us know before the meeting.

Bend

Wednesday, February 25, 7 - 9 PM
City of Bend Public Works Training Room
1375 NE Forbes Road

Coos Bay

Thursday, March 5, 11:30 a.m. - 1:00 p.m.
Port of Coos Bay Offices
125 Central Ave., Suite 300

Corvallis

Tuesday, March 3, 7 - 9 PM
Main Library, 645 NW Monroe Avenue

Eastern Oregon

Ed-net, Thursday, February 19, 6 - 8 PM

• Baker City

Eastern Oregon State College
Baker ESD
00 Main Street

• Burns

Eastern Oregon State College
Burns High, 1100 Oregon Avenue

• Enterprise

Eastern Oregon State College
Wallowa Memorial Hospital
401 E. First

• John Day

Eastern Oregon State College
Grant County ESD
835 S. Canyon

• La Grande

Eastern Oregon State College
1410 "L" Avenue
Inlow Hall (Basement), Room 013

• Ontario

Treasure Valley Community College
Weese Building, Room LV1 (Library)
650 College Boulevard

• Pendleton

Blue Mountain Community College
2411 NW Carden
Emigrant Hall
Room 104

Eugene

Wednesday, March 4, 4 - 9 PM
Lane County Public Service Building
125 East Eighth Avenue

Hillsboro

Thursday, February 12, 4 - 9 PM; presentations at 4 and 7 PM
Washington County Auditorium
155 N. First Avenue

Klamath Falls

Thursday, February 26, 7 - 9 PM
Ashland Room, College Union
Oregon Institute of Technology
3201 Campus Drive

McMinnville

Thursday, March 5, 7 - 9 PM
McMinnville Community Center
Room 203
600 N.E. Flanders Street

Medford

Tuesday, February 10
Rogue Valley Advisory Committee on Transportation

Portland

Monday, February 23, 3:30 - 9 PM; presentations at 4 and 7 PM.
Region 1 Headquarters, Conference Rooms A and B
123 NW Flanders Street

Seaside

Monday, March 2, 7 - 9 PM
Seaside City Hall, 989 Broadway

The Dalles

Tuesday, February 24, 7 - 9 PM
Celilo Converter Station, Conference Room
Highway 197

*Would your organization be interested in having us come to your meeting?
Please contact Carolyn Gassaway (503-986-4224) or Kim Jordan (503-986-4121).*



SUMMARY OF 20-YEAR HIGHWAY NEEDS

(preliminary results)

CATEGORY	ANNUAL COST	20-YEAR TOTAL
Preservation Includes improvements to extend the service life of existing facilities, and rehabilitative work beyond the scope of normal maintenance.	\$233 million	\$6.4 billion
Modernization Includes improvements to highways to accommodate existing traffic and/or projected traffic growth, including addition of traffic lanes, passing lanes and turn lanes, bridge widening, and new facilities.	\$165 to \$215 million	\$4.5 to \$5.9 billion
Maintenance Covers areas relating to the appearance and functionality of the highway system, including surface repairs, bridge deck repairs, drainage work, minor structural work, snow removal, and roadside maintenance.	\$172 million	\$4.7 billion
Bridge Includes projects to extend the life of existing bridges, such as minor widening, seismic retrofitting, and projects to help bridges meet current height, weight, and width restrictions.	\$76 million	\$2.1 billion
Operations Includes improvements relating to the functionality of the highway system, including access management, Intelligent Transportation Systems, signals and ramp metering.	\$25 million	\$680 million
Safety program Covers improvements to potentially hazardous locations on the state highway system, such as new guardrails, signals, and illumination.	\$25 million	\$680 million
Special Programs Includes Transportation and Growth Management, Salmon Recovery, Scenic Byways, and Intermodal Connectors.	\$23 million	\$630 million
Other Includes administration, planning, research, transfers to local jurisdictions, property management, capital construction, and debt service.	\$128 million	\$3.5 billion
TOTAL	\$847 to \$897 million	\$23.2 to \$24.6 billion



METRO

February 12, 1998

Ms. Carolyn Gassaway, Highway Plan Manager
Planning Section
Oregon Department of Transportation
555 13th St. NE
Salem, OR 97310-1333

Subject: *Portland Metro Area Comments on Draft Highway Plan*

Dear Ms. Gassaway:

These comments on the *Draft 1998 Oregon Highway Plan* are submitted on behalf of the Metro Council and local governments represented through the Joint Policy Advisory Committee on Transportation (JPACT). We thank you for the opportunity to comment.

We wish to compliment all of those involved in development of the plan for their hard work and thorough investigation of the issues. In particular, we appreciate the efforts of the Oregon Department of Transportation (ODOT) staff, the study Steering Committee chaired by Commissioner Steve Corey, and the study's working subcommittees. We also wish to thank you for ensuring participation in the development of the plan from Portland metropolitan area representatives of agencies, jurisdictions, and interest groups.

General Comments

The draft Highway Plan represents a significant change from previous highway plans and represents a move toward the better integration of state highways with adopted land use strategies. For the state, this represents coordination with ODOT's *Integrated Transportation and Land Use Strategy*. We support concurrent development and review of the draft Highway Plan with the *Integrated Transportation and Land Use Strategy*. We look forward to commenting on the draft Integrated Strategy. For the Portland metropolitan area, the integration of the Highway Plan with land use translates into coordination with the Region 2040 Growth Concept and its implementation through local plans and codes. Specifically, we wish to highlight for endorsement the following elements of the plan:

- Special Transportation Areas (STAs). The provision for STAs is a key component for altering highway plan operations and design within higher density mixed-use areas. The STAs are consistent with and recognize primary 2040 Growth Concept areas for the Central City, Regional Centers, Town Centers, Station Communities, and Main Streets. Both the STAs and these 2040 concept areas recognize that there

are locations and situations where the majority of trip purposes on the highway and street systems are destined to these areas.

As such, these locations require good access and circulation, reduced traffic speeds, and priority for pedestrian, bicycle and transit design. The STAs provide a consistent link between state policy and Metro's *Urban Growth Management Functional Plan* (UGMFP) guidelines for street design in Regional Centers, Town Centers, and Station Communities. We look forward to developing appropriate agreements with ODOT to implement the STA concepts on state highways in our primary 2040 Centers. However, it should be specifically stated within the draft Highway Plan that the STA concepts should only define roadway characteristics and not serve to designate land uses around that roadway.

- Highway Level-of-Service (LOS). We support the concepts identified in Table 2 calling for variable Highway LOS standards that correspond to land use, that reflect the effect of overbuilding highways, that address two-hour peak periods, and recognize limited resources for new highway capacity. However, we think more work needs to be done at the staff level to ensure technical consistency in the interpretation of the standard and its application both in long-range planning and project design.
- Freight System Overlay. We fully support the concept of protecting the state's freight system through the application of the Freight System Overlay and the Intermodal Connector designation. The efficient movement of goods and the economic vitality of the Portland region is of both regional and statewide interest (see also specific comments below).
- Commercial Vehicles. Similar to freight movement, we are concerned about the day-to-day commercial aspect of the transportation system and, in particular, the region's competitiveness as congestion threatens to worsen throughout the day. We hope that ODOT will work with its Metro area partners to ensure that commercial needs are being addressed at both state and local system levels. However, we think the region should take the lead in identifying commercial vehicle strategies since the problem transcends both the state and local systems.
- Highway Needs Analysis. Perhaps the key transportation issue at this time is adequate funding of the transportation system. The Highway Plan notes a \$9 billion statewide revenue shortfall over the next 20 years to support the states highways. The current RTP has identified over \$2 billion in unfunded non-state system improvements and the situation is not much, if any, better throughout the rest of the state. We feel its important that this analysis be a key feature of the plan as the System Element is developed through spring and early summer. The Highway Plan, together with Metro's Regional Transportation Plan and local Transportation System Plans should be developed to provide decision-makers and the public with clear choices for funding transportation infrastructure and a picture of the consequences if they don't. To that end, we recommend that the needs analysis be reviewed, and possibly re-drafted, to better reflect the State's current transportation finance dilemma.
- ODOT's Role. ODOT has been an important partner in the Portland metropolitan area in working with Metro and local governments and agencies to identify key multi-modal mobility strategies. The Highway Plan should emphasize ODOT's

continuing partnership role in evaluating strategies that both meet the needs of the state system, the local system, and underlying land use strategies.

Specific Issues

(deletions are indicated by ~~striketthrough~~, additions are underlined)

- Policy 1A (p. 26). The Highway Plan's Systems Definition Subcommittee should review the definition and application of the Statewide Highways (NHS) and Intermodal Connectors (NHS). In particular, consistency should be ensured between the Highway Plan NHS designations and the Metro area interstates, principal arterials, and freight networks.
- Policy 1B (p.27). Add the words "that otherwise might not be addressed through state planning and programming" to the end of the policy statement. The designations, particularly freight, are only intended to flag certain potential policy conflicts or identify special circumstances. In that regard, the special purpose designation does not purport to represent a full system for freight and recognizes other land use, scenic, and lifeline systems may exist.
- Page 29, A. STA Definitions. The STA is defined, but terms within the definition are not clear. Specifically, we recommend that the adopted Metro area primary land use types of Central City, Regional Center, Town Center, Station Community, and Main Street be specifically listed within the Highway Plan as eligible STAs. This treatment would recognize the region's integrated transportation and land use planning to date. The treatment would be consistent with other special recognitions within the plan for the Metro area such as the highway level-of-service policy on page 41. Also, by calling out the Metro area land use types, confusion between ODOT "regional commercial centers" and "community centers," as identified within the draft Highway Plan, would be eliminated.

Finally within the STA definition, we recommend revising the third sentence to read "...movement within an STA is focused upon local vehicle ~~trips~~ circulation and access, and pedestrian, bicycle and transit modes.

- Objective D. Urban Fringe Areas (p. 32). Add a bullet that states "Allow agreements for STAs within Urban Reserve Areas as they are identified and developed over time." This recognizes that fringe areas need to be appropriately anticipated and planned for prior to urbanization.
- Objective F. Rural Lands. Add a bullet that states "Provision of Green Corridor agreements between ODOT, MPOs, cities, and counties to control access and development adjacent to rural highways."
- Implementation Process, C (p. 34). Drop third sentence that states "~~In return for designating an STA and making adjustment to levels of service, spacing and access standards in the STA, the local government and ODOT will agree to control access to benefit through movements outside the STA.~~" We agree that access should be strictly managed. However, the current language here implies access management is only required when an STA is designated elsewhere. The plan should emphasize where access management is warranted and then identify an implementation program.

Also, the STA plan as outlined in steps 1 through 4 should be adopted into local TSPs. ODOT staff should work with DLCD as they review potential revisions to the Transportation Planning Rule and consider incorporating STA language in the rule.

- State Highway Freight System (p. 35). While we recognize the importance of protecting freight movement, the freight system overlay continues to be confusing. As stated in the second paragraph "It may be the objective of local officials to reduce or slow traffic passing through the town, with potentially adverse impact on long-distance freight transportation. In such cases, system investment decisions and local land use planning should recognize the special significance of the designated statewide freight system." The idea, then, behind the freight overlay appears to be to protect the integrity of freight movement where it may be impacted by other overlays or designations, particularly an STA.

Unfortunately, that purpose is difficult to explain. *Most observers see the freight overlay as the state's freight network* and are concerned when a particular route is not included. It is doubtful that the plan can ever get beyond that confusion. As an alternative, we suggest that the highway plan System Definition Subcommittee consider one of two options: 1) drop the overlay altogether; or 2) identify a freight system that includes both a primary and secondary system. The primary system can reflect the purpose identified in the reasoning for the freight overlay in the first place; while the secondary system can identify other key freight routes. This should accomplish the intent of the draft Highway Plan and diffuse some of the confusion related to the size and location of the state's "freight system."

- Policy 1D: State Highway Freight System (p. 37). Revise the last sentence of the policy statement to read: "On designated primary state freight routes ~~other than within a Special Transportation Area~~, performance standards appropriate to the movement of freight by truck shall prevail. Within STAs, the STA plan will balance their freight needs with the local circulation and access needs."
- Table 2, Level of Service (p.41). Attached is a proposed LOS application table showing how Metro staff propose to apply, through volume/capacity ratios, the new standards. We suggest Metro and ODOT staff, and appropriate local jurisdiction staff coordinate on finalizing a clear and understandable chart for inclusion in the adopted Highway Plan. In addition, we suggest adding a mid-day LOS that calls out LOS C as being the preferred operating standard for that time period. This would be consistent with the proposed Metro area RTP and *Urban Growth Management Functional Plan* which note that a good mid-day LOS should be maintained to accommodate business, commercial, and personal errands that occur during that time period.
- Policy 1H: Major Improvements, Action 1H1 (p.42). The introductory paragraph at the top of the page should be revised to read "Implement higher priority measures first unless a lower-priority measure is clearly more cost-effective or unless it clearly better supports growth management or other livability and economic viability considerations."
- Action 1H.7 (p. 43). This action should be clear in that any transfer of the "state route bypassed by the major improvements to the local jurisdiction" include state responsibilities for condition of route prior to the transfer.

Ms. Carolyn Gassaway
February 12, 1998
Page 5

- Policy 2B: Off-System Improvements (p. 46). Until there is an agreed-upon and consistent methodology for cost-benefit, revise the first bullet to read "~~There is a positive cost-benefit ratio, the off-system costs are less than on-system costs, and/or~~ The benefits to the state system are equal to or greater than those achieved by investing in on-system improvements."
- Action 2C.2 (p. 48). Eliminate the action. More work should be done on system finance, including on off-system facilities prior to determining an appropriate action.
- We are in support of pursuing the actions identified for enhanced public involvement, access management, and system efficiencies through strategic ITS programs.

Thank you for this opportunity to comment.

Sincerely

Ed Washington, JPACT Chair

Jon Kvistad, Metro Council Presiding Officer

ACC:mh

attachment

Table 2 (new)

**LOS Standards and Equivalent Volume to Capacity Ratio Ranges for
Averaged 2 Hour Peak Operating Conditions (for a 20-Year Horizon) for
State Highways in the Portland Metropolitan Urban Growth Boundary**

Highway Category	Land Use	Area Type
	2040 Concept Areas: Central City, Regional Centers, Town Centers, Main Streets, and Station Communities	Outside 2040 Concept Areas
Interstate and Other Freeways	E/E (.91 to .95)	E/E (.91 to .95)
NHS Freight	E/E (.91 to .95)	E/E (.91 to .95)
Other NHS	F/E (.96 to 1.0)	E/E (.91 to .95)
Intermodal Connectors	F/E (.96 to 1.0)	E/E (.91 to .95)
Regional Arterials and Streets	F/E (.96 to 1.0)	E/E (.91 to .95)
District Collectors/Local Streets	F/E (.96 to 1.0)	E/E (.91 to .95)

Note 1: The letter grades (like E/E) indicate acceptable the LOS for the 2 consecutive hours with the highest weekday traffic volumes. The numbers in parentheses show the range of volume to capacity ratios (for the averaged 2 hour peak) that correspond to the LOS.

Note 2: Alternative LOS standards for interstate highways, other freeways and NHS freight routes may be adopted as part of a detailed plan for a circumferential NHS system which assures effective operations for through travel movements. The alternative standards will replace the standards in Table 2 when the Transportation Commission approves the plan.

Note 3: Levels of service are to be determined based on the planning methodologies contained in the 1994 Highway Capacity Manual consistent with the volume to capacity ratios contained in this table. ODOT's signal capacity program, SIGCAP, shall be used for signalized intersections.



METRO

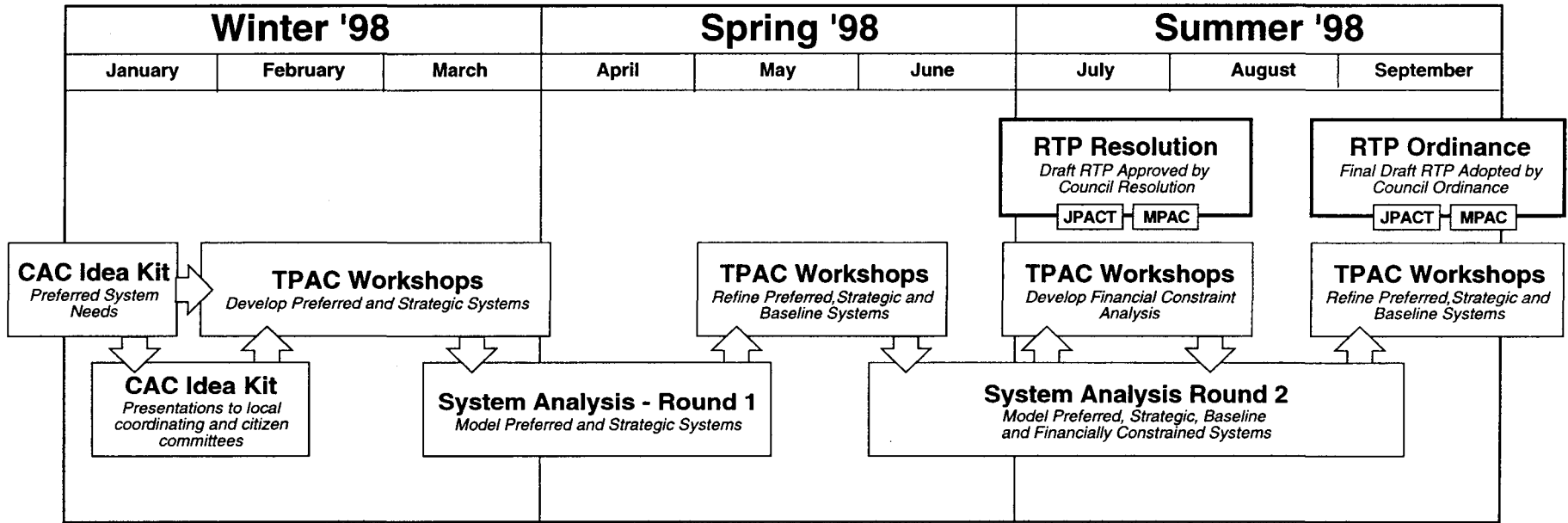
Regional Transportation Plan Update

Principles for System Development

	PREFERRED	HIGH STRATEGIC	LOW STRATEGIC
VISION <i>What do we want?</i>	<ol style="list-style-type: none"> 1. Implements all Primary Growth Concept Components 2. Preserves UGMFP "Regional Highway" Function 3. Addresses most Secondary Growth Concept Components 4. Addresses many needs for other Growth Concept Components 5. Meets all 20 year benchmarks for Growth Concept implementation 	<ol style="list-style-type: none"> 1. Implements the most significant Primary Growth Concept Components 2. Substantially preserves Regional Highway Function 3. Addresses many Secondary Growth Concept Components 4. Addresses some needs for other Growth Concept Components 5. Meets many 20 year benchmarks for Growth Concept implementation 	<ol style="list-style-type: none"> 1. Implements the most significant Primary Growth Concept Components 2. Substantially preserves Regional Highway Function 3. Addresses selected Secondary Growth Concept Components 4. Addresses some needs for other Growth Concept Components 5. Meets some 20 year benchmarks for Growth Concept implementation
ELEMENTS <i>How do we build it?</i>	<ul style="list-style-type: none"> <input type="checkbox"/> Central City and Regional Centers served by light rail, direct access to regional highway system, arterial capacity improvements and major pedestrian and bicycle system improvements. <input type="checkbox"/> Industrial Areas have strong connections to regional highway system and intermodal facilities. <input type="checkbox"/> Town Centers, Corridors and Main Streets are served by primary transit, improved arterial streets and significant improvements to the pedestrian and bicycle system. <input type="checkbox"/> Neighborhoods and Employment Areas are served by secondary transit, improved arterial streets and have some improvements to the pedestrian and bicycle system. 	<ul style="list-style-type: none"> <input type="checkbox"/> Central City and most Regional Centers served by light rail, direct access to regional highway system, arterial capacity improvements and major pedestrian and bicycle system improvements. <input type="checkbox"/> Most Industrial Areas have strong connections to regional highway system and intermodal facilities. <input type="checkbox"/> Most Town Centers, Corridors and Main Streets are served by primary transit, improved arterial streets and significant improvements to the pedestrian and bicycle system. <input type="checkbox"/> Many Neighborhoods and Employment Areas are served by secondary transit, improved arterial streets and have some improvements to the pedestrian and bicycle system. 	<ul style="list-style-type: none"> <input type="checkbox"/> Central City and some Regional Centers served by light rail, commuter rail, direct access to regional highway system, arterial capacity improvements and major pedestrian and bicycle system improvements. <input type="checkbox"/> Many Industrial Areas have strong connections to regional highway system and intermodal facilities. <input type="checkbox"/> Many Town Centers, Corridors and Main Streets are served by primary transit, improved arterial streets and significant improvements to the pedestrian and bicycle system. <input type="checkbox"/> Some Neighborhoods and Employment Areas are served by secondary transit, improved arterial streets and have some improvements to the pedestrian and bicycle system.
FINANCE <i>What can we afford?</i>	<ul style="list-style-type: none"> <input type="checkbox"/> Includes all currently identified revenue <input type="checkbox"/> Identifies specific new federal, state and regional revenue sources <input type="checkbox"/> Assumes unspecified new revenue sources <input type="checkbox"/> Assumes some new local revenue sources 	<ul style="list-style-type: none"> <input type="checkbox"/> Includes all currently identified revenue <input type="checkbox"/> Identifies specific new federal, state and regional revenue sources <input type="checkbox"/> Assumes some new local revenue sources <input type="checkbox"/> Assumes more revenue than "low" strategic system 	<ul style="list-style-type: none"> <input type="checkbox"/> Includes all currently identified revenue <input type="checkbox"/> Identifies specific new federal, state and regional revenue sources <input type="checkbox"/> Assumes some new local revenue sources <input type="checkbox"/> Assumes less revenue than "high" strategic system
PERFORMANCE <i>How does it work?</i>	<ul style="list-style-type: none"> <input type="checkbox"/> Meets all Chapter 1 modal targets <input type="checkbox"/> Meets all RTP performance measures <input type="checkbox"/> Meets State TPR requirements 	<ul style="list-style-type: none"> <input type="checkbox"/> Meets many Chapter 1 modal targets <input type="checkbox"/> Meets most RTP performance measures <input type="checkbox"/> Meets Intent of State TPR requirements <input type="checkbox"/> Serves as policy determination of "adequate" transportation system 	<ul style="list-style-type: none"> <input type="checkbox"/> Meets many Chapter 1 modal targets <input type="checkbox"/> Meets selected RTP performance measures <input type="checkbox"/> Meets Intent of State TPR requirements <input type="checkbox"/> Serves as policy determination of "adequate" transportation system



Regional Transportation Plan Update System Component Technical Work



Tentative TPAC Workshop Schedule

January 16 - RTP Workshop - RTP Modeling Tools & Methods; System Performance Measures

January 30 - Regular TPAC Meeting - CAC Idea Kit

February 13 - RTP Workshop - Draft System Development for Preferred and Strategic systems

February 20 - RTP Workshop - Draft System Development for Preferred and Strategic systems

February 27 - Regular TPAC Meeting - Financial Forecast & Assumptions - Discussion

March 13 - RTP Workshop - Draft System Development for Preferred and Strategic systems

March 27 - Regular TPAC Meeting - Draft System Preferred and Strategic Wrap-up

April 1 JPACT & MPAC Workshop - Draft Preferred and Strategic Systems

May 1 - Regular TPAC Meeting - Financial Forecast & Assumptions

May 15 - RTP Workshop - Draft System Refinement for Preferred, Strategic and Baseline Systems

May 29 - Regular TPAC Meeting - Draft System Modeling - Discussion

June 5 - RTP Workshop - Draft System Refinement for Preferred, Strategic and Baseline Systems; begin discussion of Financial Constraint Analysis

June 10 JPACT & MPAC Workshop - Final Draft Preferred, Strategic & Committed Systems recommended for Council approval by Resolution

M E M O R A N D U M

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METRO

Date: February 3, 1998

To: JPACT

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

Re: Cascadia Project - *Connecting the Gateways*

Bruce Agnew and George Pascall from the Cascadia Project will be at the February 12 JPACT meeting to review the project they are working on called *Connecting the Gateways*. It is targeted at defining the key projects needed to develop a seamless transportation system from Eugene, Oregon to Vancouver, B.C. and to evaluate financing options.

To date, the Cascadia Project has focused on high-speed rail in this corridor. This project is intended to broaden the view to include other passenger movements as well as freight and to incorporate freight movements from the Pacific Rim through the Cascadia Region to national points east.

The Portland, Eugene, Salem and Corvallis areas have been part of the Cascadia Project for several years, as has ODOT and OEDD. Attached is a more complete description of their material.

ACC:lmk

Attachment

Priorities

The finance section will explore structural issues and innovative funding for bi-state and bi-national projects that serve:

I-5/Hwy 99 freight capacity and access improvements, highway/rail grade separation, short haul rail, truck access lanes to ports, bi-state bridge, and international border approach road-and-rail corridors.

Telecommunications infrastructure including right-of-way for fiber optic networks and relay stations serving wireless communication, and cross-border intelligent systems that provide traveler information and electronic data interchange to enhance port of entry and inspection clearances for commercial goods and international business travelers and tourists.

Intercity, high speed passenger rail service with enhanced multi-modal connections to airports, ferries, regional/local transit, intercity coach, and improved community safety and access.

Related Efforts

Prospects for success are enhanced by a host of initiatives that are currently underway with formal support and funding:

The U.S.-Canada Border Business Plan focuses on border approach roads and new rail alignments as well as traffic-flow enhancement technology and an expedited clearance process, topics also for the Cross-Border Intelligent Transportation Systems Forum.

The NAFTA agenda includes harmonizing interstate and international trucking regulations.

Within ISTEA reauthorization are funds to address cross-border issues including high-speed inter-city passenger rail, strategic corridor and gateway crossing programs, I-5 / Hwy 99 freight facilities and intermodal connections to enhance capacity and access, maintenance of inland waterways (Columbia/Snake) and harbors. An added major concern is the need to free accumulated trust fund balances so they can be expended on transportation priorities. In the case Harbor Maintenance and Inland Waterways, funds need to be available for both dredging and landside access.

Expansion of immigration pre-clearances for business travelers and tourists at Victoria, Vancouver, Calgary, Sea-Tac and Portland gateways, will link airport pre-clearance and automated visa with dedicated highway commuter lane using smart card.

Connecting communities on Cascadia's Main Street will build stakeholder support to enhance ferry, airport, transit and rail passenger connections in the corridor through public-private financing options that can eliminate gaps in service.

Open Skies and Two-Nation Vacation joint tourism promotion and marketing, will reduce or eliminate barriers to personal travel.

The timing of these efforts offers a unique opportunity to coordinate and combine their momentum for maximum impact. Connecting the Gateways is a goal that has the power to energize this coalition.

Timeline and Funding

After a detailed process of project concept development, Connecting the Gateways was launched in May 1997 upon receipt of initial funding from the Boeing Company and the Port of Seattle. Discussions with other major corporate and public entities in the region are scheduled. These meetings will be used to brief potential partners on project specifics and to confirm initial commitments of endorsement, participation and funding support.

Project Partners

In creating a concerted strategy for joint action, the project will build upon current efforts and provide a forum for developing a common agenda. Connection as a goal, and the region as a framework, provide the strongest reality-based approach at this moment in history.

The overall effort will be coordinated by the Cascadia Project of Discovery Institute. Partners and participants will include the Pacific Northwest Economic Region (PNWER), Transport Canada, the Vancouver, B.C.-based Cascadia Institute, the Tourism Commission and the Gateway Council, the Washington State DOT and Washington Transportation Policy Institute, major ports throughout the region, the Freight Mobility Roundtable, the Fast Corridor study project, the Oregon DOT and Intermodal Council, and other business, local government and regional entities.

These players and interests will be connected in a disciplined, integrated process utilizing a steering committee and a working group composed of regional leaders and technical experts who are tasked to develop a unified approach, plan, and policy statement.

Connecting the Gateways and Trade Corridors

Cooperate Regionally, Compete Globally



Whatcom County
Council Of Governments



Pacific NorthWest
Economic Region

Connecting the Gateways and Trade Corridors---Project Overview

Since 1993, the Discovery Institute's **Cascadia Task Force** - through a partnership with regional planning agencies, Amtrak and WSDOT - has held a series of community sessions along its **Main Street**; the fast growing Vancouver, B.C. to Eugene, Oregon corridor designed to improve the movement of people and goods.

Initially designed to develop national and state support for the Northwest Passenger Rail Corridor, the agenda broadened to include other multi-state and bi-national issues including:

- Canada border crossing enhancements and immigration clearances:
- Highway/rail grade separation and improved landside access to ports:
- Interstate 5 freight improvements including technology and Columbia river issues.
- Two-Nation Vacation; improving transportation connections for international travellers

Through major grants from The Boeing Company and the Port of Seattle, the Cascadia Project partnered with noted regional economist Glenn Pascall to develop a trade demand and transportation capacity study for I-5/ Northwest Rail Corridor for the next 20 year horizon. Two project deliverables were to be produced by phase one of the project;

- graphic picture of the 20 year "gateway" and "trade corridor" infrastructure needs consistent with federal, provincial, state, port, and MPO transportation plans
- menu of finance options for cross-border public and private infrastructure financing

Connecting the Gateways was born.

With ISTEA reauthorization looming in 1997, **Cascadia and the Pacific North West Economic Region** - a five state, two province economic alliance - formed a strategic partnership with the **USDOT** and **Transport Canada** to identify Northwest trade corridors and border gateways and work with the private sector on finance initiatives.

Connecting the Gateways became **Connecting the Gateways and Trade Corridors**

Bringing agricultural products to the Cascadia corridor ports through the Columbia/Snake River system, Trans-Canada, Interstate highway and cross-state rail became a second phase of the study. The **Cascadia Conference** in Kelso on September 4-5, Rep. Karen Schmidt and Sen. Gene Prince joined local leaders to review east west/north south issues.

Expediting border crossings is key to the **Connecting the Gateways** project. **Whatcom County Council of Governments** leads a bi-national business plan initiative--the **International Trade Corridor and Mobility Project** -- that was developed after an **International Border Terms of Reference** was signed by U.S. and Canadian agencies in Vancouver in April, 1997. On **April 15, 1998** in Vancouver, B.C., border crossings and **Connecting the Gateways** will be reviewed with U.S. and Canadian officials.

Joint Meeting of the Washington State and Oregon Transportation Commissions
I-5 Border Issues
Introduction of Special Topics

October 15, 1997

ISTEA Trade Corridor Designation for I-5

Significance of Freight Issues for Portland/SW Washington area

- ◇ Freight movement has become a major issue in the Portland Metro area with increased traffic levels and increased importance being given to intermodal connections
- ◇ Western Transportation Trade Network identified Seattle to Portland as the single largest truck freight market in the Western US – Number two was Portland to Eugene.
- ◇ NAFTA is increasing the importance of the corridor as one of the key connections between Mexico and Canada.
- * ◇ The Pacific Northwest Economic Region and the Cascadia Discovery Institute noted their "Gateway" report that, "I-5/Hwy 99 freight capacity and access improvements, highway/rail grade separation, short haul rail, truck access lanes to ports, bi-state bridge, and international border approach road-and-rail corridors" as key financing issues.
- ◇ Achieving this recognition and increased funding emphasis is the goal of proposals to name I-5 as a high priority international trade corridor in upcoming ISTEA legislation.

I. Update: Where we are in the reauthorization process

- ISTEA expired September 30th of this year.
- The House of Representatives has passed a six-month extension of ISTEA.
- The Senate is debating a six-year bill that was reported out of committee last month.
- ODOT and WashDOT government relations' staff have been working together to secure designation of Interstate 5 as a high priority trade corridor in the next ISTEA.
- If a new authorization bill is not enacted this year, we will have an opportunity to improve the trade corridor programs as written in the House and Senate bills.

II. International Trade Corridor Provisions in ISTEA Reauthorization Legislation
(Comparison of Major Provisions):

(Overhead)

- ◆ Both bills are a good start, but in the end the House and Senate versions will have to be reconciled in a conference committee.
- ◆ A number of improvements would make the final version of the program more beneficial to Oregon and Washington, including:
 - 1) Designation of I-5 as a high priority or international trade corridor.
 - 2) Allow all program funds to be used for planning and construction activities.
 - 3) Increase flexibility of program funds to include ITS projects, passenger and freight rail, and intermodal connectors.

ISTEA REAUTHORIZATION PROPOSALS
TRADE CORRIDOR PROGRAMS
CHECK LIST

	H.R. 2400 (BESTEA)	S. 1173 (ISTEA II)
<i>Designates I-5 as a high priority corridor</i>	<input checked="" type="checkbox"/>	States cooperatively identify corridors.
<i>Provides planning funds for corridor development</i>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<i>Requires preparation of corridor plan</i>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<i>Provides grants for trade corridor construction projects</i>	Funds may not be used for construction.	<input checked="" type="checkbox"/>
<i>Provides grants for border crossing construction projects</i>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<i>MPOs eligible for grants.</i>	MPOs not eligible.	<input checked="" type="checkbox"/>



Cascadia Transportation/Trade Task Force

"Cooperate regionally, compete globally"

The Cascadia Task Force is an ad-hoc strategic alliance from the Georgia Basin of B.C. to the Willamette Valley in Oregon. The Task Force is a partnership between governments and non-governmental associations to develop cross-border strategies to address common transportation, trade, tourism, technology, and urbanization issues.

Connecting the Gateways and Trade Corridors

BI-National Intercity/High Speed Passenger Rail

- Conduct community Rail Stakeholder sessions to support the Washington, Oregon, British Columbia, Amtrak and freight railroad partnership for intercity and future high speed passenger rail.
- Improve passenger rail connections to local transit, airport and ferries with enhanced highway/rail grade separation and multi-modal station.

Border Crossing and Trade Corridor Freight Mobility

- Through the International Trade Corridor and Mobility Project directed by the Whatcom County Council of Governments, address common port of entry issues including inspection staffing, border approach road and rail corridors, a joint CANPASS/PACE program, and technology enhancements for commercial clearances.
- In partnership with PNWER, analyze the 20 year demand capacity needs for an enhanced landside access plan and public-private infrastructure initiative between the major gateways of Vancouver, B.C., Seattle, Tacoma and Portland and east west trade corridors.

Cascadia Metropolitan Forum

- Sponsor annual meetings between members of the Greater Vancouver Regional District, Puget Sound Regional Council, and Portland METRO to review land use, economic, transportation, and open space strategies,

Cascadia: Gateway to the Pacific Northwest and The Two-Nation Vacation

- Regional approach to marketing area and promoting opportunities for partnerships for all seasons. Projects include Cascadia Travel Guide developed through Port of Seattle and 18 co-sponsors, Cascadia Salmon Trail Map, familiarization tours, and website linked to other regional sites.

Summer Olympic Games Bid for 2012: Under separate funding, the Cascadia Project published a feasibility study for Seattle hosting the Summer Olympic Games in 2012, with sports and cultural events from B.C. to Oregon.

Connecting the Gateways and Trade Corridors

The Steering Committee for Connecting the Gateways will be a client board of private-sector leaders in transportation, trade, and tourism.

Initiatives

Project Overview

To describe and support the effort to connect the gateways and trade corridors.

Infrastructure Finance

To promote innovative public-private financing of cross-border infrastructure.

ISTEA Reauthorization

To advance border and trade corridor issues related to U.S. federal transportation programs.

Border Business Plan

A plan for better infrastructure and expedited clearances at the U.S.-Canadian border.

ITS Integration

To coordinate cross-border applications of intelligent transportation systems.

Immigration

To expand pre-clearances for business travelers and maintain visa waivers.

Connecting Communities

to Passenger Rail
To advance multimodal connections to passenger rail in the Cascadia corridor.

Two-Nation Vacation

To expedite tourism through improved border crossings and transportation connections.



Port of Seattle

June 30, 1997

Mr. Bruce Agnew
Director, Cascadia Project
Discovery Institute
1201 Third Avenue, Suite 3950
Seattle, Washington 98101-3099

Dear Bruce:

We are pleased to be a part of funding the Institute to undertake the project "Connecting the Gateways and Trade Corridors". While we are very committed to addressing a variety of immediate freight mobility concerns, particularly grade separations in the Everett to Tacoma "Fast Corridor", we are also anxious to explore the longer range issues. We are vitally interested in the future mobility of goods and people in the corridor from Vancouver, B.C., to Portland, Oregon, which will be addressed in your study.

Our primary interest is to have a 20 year picture of the following:

1. demand and capacity for the movement of goods and people in the corridor,
2. new capital infrastructure that will be required and how it will be integrated with existing transport systems and across modes,
3. non-capital issues that must be addressed, and
4. cost of such improvements in the 20 year horizon.

While the study may deal with other topics, we are most interested in this foundation being established and communicated.


Finally, we are eager to participate in establishing the group that will review these work products as they are developed over the next year.

Sincerely,



I. R. Dinsmore
Executive Director
Port of Seattle

P.O. Box 1209
Seattle, WA 98111 U.S.A.
(206) 728-9000
TELEK 703493



J. Terry Lewis
Community Affairs
The Boeing Company

LOCAL NEWS

THE SEATTLE TIMES SECTION B FRIDAY, DECEMBER 19, 1997

News Coverage of the

Discovery Institute's Cascadia Project
and the
Pacific Northwest Economic Region
session on:

The Connecting Gateways and Trade Corridors

A seamless network urged for Northwest

*Brainstorming session
targets transportation*

Seattle dozens of corporate presidents, members of Congress, the outgoing and incoming mayors of Seattle and, via videotape, the chairman of the U.S. House Transportation Committee.

"We're at a crossroads," Boeing Chairman Phil Condit told the group. "We can either make these decisions now and have people come here and wonder how we did it. Or we can stand by and watch business go somewhere else."

Proponents concede they don't know precisely what a seamless system would look like, let alone how to pay for it. Yet the concept is taking hold, sight unseen.

"Our transportation system is not a system," said Paul Schell, who becomes Seattle's mayor next

PLEASE SEE *Transportation* ON B 2

BY ROSS ANDERSON
Seattle Times staff reporter

Mass transit won't do it alone, they say. Neither will car-pool lanes, nor a third Sea-Tac runway, nor an extended Monorail.

What the Northwest needs is a "seamless transportation system," similar to systems in Europe and Japan — an integrated network that allows people and freight to move in separate corridors, with rails separated from highways, linking seaports and airports from Eugene, Ore., to Vancouver, B.C.

The idea is not pure Star Wars. It was the focus of a brainstorming session yesterday that drew to

Highway Administration.

Bridging those obstacles will be costly, he said. With a shrinking federal deficit, Congress soon may increase its transportation spending. But nobody expects government to bankroll major transportation projects anytime soon. Voters and legislators in both Washington and Oregon have fiercely resisted even modest tax increases.

"Passing any gas tax is going to be very, very difficult," said Oregon Rep. Lynn Lundquist, speaker of the Oregon House of Representatives.

Without that kind of money, any regional system may have to be funded, in part, by private enterprise and "user fees" — fares and tolls — said John Blake, a Key Bank vice president.

"The current system, if you want to call it a system, is the legacy of sins of the past," Blake said. "To address it, we'll have to think outside the box."

Ross Anderson's phone message number is 206-464-2061. His e-mail address is: rand-

*'We're at a crossroads.
We can either make these
decisions now and have
people come here and
wonder how we did it. Or
we can stand by and
watch business go
somewhere else.'*

PHIL CONDIT
Boeing chairman

Seamless transportation system urged

TRANSPORTATION

CONTINUED FROM B 1

month.

But he is determined it make it one. Schell was an early proponent of Cascadia, the largely business-based movement for looser economic ties with British Columbia and Oregon. He argues that Seattle, Vancouver and Portland should "compete globally and cooperate regionally."

The project has focused on issues such as regional tourism and border delays.

But Condit and other business leaders argue that the region can't compete if it is hired in its own traffic.

When deciding whether to move or stay in the Northwest, businesses weigh heavily their ability to move goods and people, Condit said. He contrasted Seattle's growing gridlock with Switzerland, where travel-

In the Northwest, a seamless system would mean creating freight-only corridors and linking airports and cities with high-speed rail.

Charles Kelly, a Vancouver businessman and Cascadia advocate, pointed out that B.C. faces similar issues — traffic problems and a lack of money and political will to address them.

Previously, the idea of a cross-border economic unit "got wrapped up in issues of national sovereignty," he said. "It was seen by the (Canadian) press as some kind of creeping separatism."

But now the idea is beginning to take shape largely around the question of moving people and goods.

The Northwest landscape of mountains and water continues to attract newcomers, but that same landscape raises obstacles for both urban and regional transportation sys-

'Gateways' seeks regional transportation network to aid trade clout

BY BRUCE AGNEW AND GLENN PASCALL

Recently, News Tribune publisher Kelso Gillenwater presented a comprehensive vision of the future for Tacoma and the region (TNT, 7-27). As Pogo said, "We face an insurmountable opportunity."

VIEWPOINT

Gillenwater made it clear that we will miss our chance unless we think in large regional terms and form a plan for cooperative action with our neighbors.

A major step in this direction has just begun. Its focus is the key area of transportation. Named "Connecting the Gateways," the project is being directed by the Discovery Institute and the Pacific Northwest Economic Region (PNWER). Its goal is to link Portland, Tacoma, Seattle and Vancouver, B.C., with a first-rate land-side transportation system that will provide the freight mobility required to serve our world-class ports and the passenger mobility demanded by citizens of "Cascadia" who live in an increasingly regional way.

The four great port cities are our region's gateways to the world. They also serve the farthest reaches of the region by bringing the products of a vast hinterland to market. Thus, the vital flows are not only north-south along the I-5 corridor - Cascadia's "Main Street" - but also east-west from the interior Northwest and Western Canada to the trade routes of world commerce.

The Gateways project was launched March 25 by Boeing chief executive officer Phil Condit. In a letter to Port of Seattle executives, Condit noted, "In my visits to Asia and Europe, I have been impressed with the seamless connections among airports, highways, local transit, intercity passenger rail and ferries. These regions are investing in freight infrastructure, enhancing port-of-entry procedures and harmonizing transportation regulations to increase their trade and tourism profiles."

In today's fast-changing world, to stand still is to fall behind. The ports of Tacoma and Seattle combined are the second-largest container cargo complex in the Western Hemisphere and 10th-largest in the world. Our pride in this ranking must be matched

by continuous upgrading to keep pace, not only dockside but in linking world markets with North American consumers and exporters. And all this freight movement must be achieved without snarling personal mobility inside our region.

Gillenwater noted with approval that the Port of Tacoma has selected a highly qualified new director from "the competition" in Seattle. Andrea Riniker's appointment is a sign of the times - evidence that we really are beginning to "cooperate regionally to compete globally."

Another sign of the times is the two-nation Cascadia Conference on intercity and high-speed rail to be held Sept. 4-5 in the city of Kelso. Too often, Southwest Washington has been treated as a place between central Puget Sound and metropolitan Portland. The conference will bring top regional and national transportation policy leaders to the area.

In this conference, Port of Tacoma Commissioner Ted Bottiger will lead a discussion of the FAST Corridor project designed to unsnarl freight and passenger rail and to separate both from highway traffic in the 60 miles between Everett and Tacoma. Bottiger's experience on the Northwest Power Planning Council puts him in an ideal position to address another key issue, one of vital concern to Portland and Southwest Washington: east-west trade flows related to the Columbia River system.

The conference isn't just for shippers or those in policy leadership positions. It's a chance for citizens to show legislators their support for continued and enhanced passenger rail service as an alternative to travel on an increasingly congested I-5. Indeed, the Discovery Institute's Cascadia Project itself evolved from support for Amtrak passenger service to a larger tent that includes freight mobility, community safety and access through grade separations and capacity improvements to serve truck traffic.

Eventually, the mix of issues became so complex that a comprehensive approach was needed: Hence the "Connecting the Gateways" project. The Kelso conference kicks off this yearlong effort with participants from Oregon to British Columbia.

The ultimate output will include a physical picture of the seamless system Condit speaks of and a menu of practical ways to pay for it. Most important, "Connecting the Gateways" promises the kind of participation throughout Cascadia that can forge the regional consensus we need to "cooperate regionally and compete globally."

Bruce Agnew is the director of the Seattle-based Discovery Institute's Cascadia Project.

The ports of Tacoma and Seattle combined are the second-largest container cargo complex in the Western Hemisphere and 10th-largest in the world

More Efficient Trucking Is High-Tech Topic for Pacific Northwest Economic Region Conferees

In a conference room of a mountainside hotel at Banff, Alberta, a crowd of people listened intently as a specialist of the Oregon Department of Transportation described a new technology that's speeding the flow of trucks and freight on the highways.

"Operation Green Light," explained Ken Evert, is a system that can identify, classify, weigh, verify and direct commercial vehicles in a split second.

In the business of transporting freight, where minutes and hours are critical to efficiency and cost, Operation Green Light shows promise of making an impact.

For years, every driver has come to know a familiar sight at times along a main highway: trucks slowing, exiting the roadway to stop at a weigh station or port-of-entry. Now, thanks to technology, many of those trucks can keep rolling, without those time-consuming stops.

Listening to Evert was an audience that included business and political leaders of the Northwest states and the western provinces of Alberta and British Columbia.



WEIGH STATIONS ON THE WAY OUT? New technology is expected to put an end to scenes like this one.

They're members of the Pacific Northwest Economic Region (PNWER), a unique consortium that links the provinces with the states of Washington, Alaska, Oregon, Idaho and Montana in a region of commercial influence — one dependent on freight mobility — in the new global economy.

Evert noted how new technologies have been coming to the world of trucking in recent years. Electronic vehicle locators and electronic billing have helped keep costs down.

Oregon pioneered in electronic clearance when, four years ago, it established its first "Green Light" site. Evert explained its features:

Participating trucks are equipped with transponders. Automatic vehicle identification (AVI) and weigh-in-motion devices (WIM) are buried in the road bed some distance ahead of a weigh station.

As the truck approaches at highway speeds, the WIM calculates the vehicle's gross weight. The AVI instantly checks its database to verify

that the truck has been certified: If it's OK, the driver gets a green light and an audible signal. The truck rolls on without a stop.

Oregon's system is still going into place, Evert explained. It's being financed by a combination of \$20 million in federal funds thus far, matched by \$4 million of state funds.

Eighteen Automatic Vehicle Identification (AVI) installations are in various stages of completion in Oregon — concentrated on I-5 and other major highways — and 14 more are planned, said Evert.

For truck operators, the Oregon program is voluntary and without cost. Approximately 3.5 million trucks are weighed each year in Oregon. Today about 48 percent are using weigh-in-motion and don't have to stop at static scales.

One weigh station at Woodburn has a designed capacity to handle 2200 trucks a day. Today, with WIM and AVI "we are handling over 5,000 trucks a day," Evert reported.

The technology also has taken a first step across the border into Washington: At the weigh station at Ridgefield, north of Vancouver, WIM equipment, a computer with software and data base, has been installed so that it is inter-operational with Oregon's system.

Many of the trucks on the road today have not only the driver's radio for communication; many also have data-communication with their base of operations. New mobile control systems routinely collect information about the moving truck — its routes traveled, stops, its cargo temperature, its maintenance needs and other information via satellite or cellular network.

Besides the high-tech checking of vehicle weight, tax compliance and other data, said Evert, the system can deliver a range of other instant safety services, including driver-alertness monitoring and

up-to-the-minute information about weather, road conditions or other problems ahead.

For PNWER, the new technologies being pioneered by Oregon are exciting and highly relevant. The partnership of private groups and governments of the states and provinces has given high priority to fostering Intelligent Transportation Systems and coordination among members — all aimed at enhancing the international region on the stage of global commerce.

Alan Bluechel, a former Washington legislator and now president of PNWER, says that, "for PNWER to succeed, we have to make compatible rules and regulations — and procedures — for commerce throughout the region.

"That means a seamless transportation system of maximum efficiency." — RWL

BUSINESS

Joint port authority with B.C. on agenda

By ARTHUR C. GORLICK
PI REPORTER

Boeing Chairman Phil Condit and Port of Seattle Executive Director Mic Dinsmore will headline a conference next month aimed at linking ports from Vancouver, B.C., to Portland, Ore., in efforts to unclog rail and road routes. Among potential solutions to be explored will be the creation of a binational port authority to develop roads, rail routes and highway

overpasses, said Bruce Agnew, director of the Discovery Institute's Cascadia Project, which is staging the conference along with the Pacific Northwest Economic Region.

The Dec. 18 meeting, called "Connecting the Gateways and Trade Corridors Project," will be held in the Port of Seattle's Bell Harbor International Conference Center.

Participating will be members of the Northwest congressional delegation and Canadian, provincial and local officials, and leaders in

trade, transportation and tourism, Agnew said.

Creation of a binational port authority was recommended in February by the U.S. General Services Administration as part of a comprehensive master plan for border crossings between the United States and Canada, he said.

"The Peace Arch crossing at Blaine and the crossing at Sumas are old and in need of

See PORT ACCESS, Page D4

Port access: Congestion severe

From Page D1

development and redesign to improve the flow of cargo between the two countries," Agnew said.

"There has been talk of a joint international plaza. The GSA made a pretty strong recommendation that by having a binational port authority you could co-finance a road and rail network and institute the technology necessary for cars, trucks and freight trains to have speedier crossings."

Hundreds of trucks each day now rumble along Interstate 5 between the Port of Vancouver and the ports of Seattle and Tacoma, hauling shipping containers, many of them for transshipment by rail or water.

Trucks are sometimes delayed for hours when customs inspection operations shut down overnight and when delayed trucks descend on border crossings in large caravans when customs operations resume.

"In order to ferret out the legal, financial and political issues involved, we are looking for funding either from the Legislature or Congress to review what it would take to meld the two country's laws to establish this port authority and finance these improvements," Agnew said.

"It is a recognition that we need to push planning for a rail system that could include relocating the Burlington Northern Santa Fe Railroad line to the Pacific highway road corridor, away from the water and onto a widened truck and rail corridor."

A binational port authority, financed with both public and private money, would be limited in its powers to handling cross-border transportation matters

and possibly to owning newly constructed buildings at border crossings that would be operated by U.S. and Canadian officials, he said.

The authority could set up procedures for the customs clearance of cargo before it leaves shipping docks, eliminating delays at the border and for more inspection-free lanes for some passenger vehicles at crossings, he said.

Condit said he is impressed with the seamless connections in Asia and Europe among airports, highways, local transit, intercity passenger rail and ferries.

"These regions are investing in freight infrastructure, enhancing port-of-entry procedures and harmonizing regulations to increase their trade and tourism profiles," Condit said.

Boeing has an interest in resolving the region's growing freight mobility crisis, said former state Revenue Director Glenn Pascall, now a senior fellow at the University of Washington's Institute for Public Policy.

"Boeing is a classic example of a company that relies on subassemblies getting to its factories in time," said Pascall, who will moderate a panel on different state and provincial approaches to freight mobility problems.

"Its employees have to get to the company's many facilities and the congestion here is unquestionably severe."

For information and reservations, contact Teresa Gonzales at Discovery Institute, 206-292-0401, extension 106.

Connecting the Gateways and Trade Corridors

Cooperate Regionally, Compete Globally

Introducing the Project

The Ports of Vancouver, Seattle, Tacoma and Portland are **gateways** that connect Cascadia to the world. By sea and air, they link us to the global economy and society.

Extending landside from each gateway are **trade corridors** that reach into the farthest corners of each city-region. By rail, truck and barge, regional products move east-west along these corridors to gateways for export.

Extending north-south is a **gateway corridor** that is Cascadia's Main Street. On it, goods and people move by highway, rail and air among gateways and within the metro cores of each gateway.

The focus of the project is connecting the gateways and trade corridors.

The goal is to strengthen our economic vitality and quality of life by linking the region internally and enhancing our competitiveness worldwide.

The means is a landside transportation system that provides connections for people and goods in the north-south Cascadia corridor and improves access from east-west corridors of the Pacific NorthWest Economic Region (PNWER).

The strategy is: cooperate regionally to compete globally.

Project Premises

The concept premise is that new investments in capacity enhancement can be made more effectively in a region-wide context.

The political premise is that it is more feasible to build a transportation coalition based on one unifying approach than on non-connected medium-size efforts.

The strategy premise is that to stand still is to fall behind. The competition is moving ahead, in North America and around the world, with "smart systems" that maximize existing capacity and major investments that add capacity.



**Pacific NorthWest
Economic Region**



Project Deliverables

To succeed, **Connecting the Gateways and Trade Corridors** must overlay fractured political boundaries with a common objective and new thinking on public/private financing solutions. This fact defines the two key deliverables.

A seamless system that meets the mobility challenge must be portrayed in graphic form. This picture begins with the geography, existing grid and traffic flows in each gateway and trade corridor. Next, it compares planned **additions in capacity** with **forecasts of growth** in demand, linked by timelines. Then it defines shortfalls and unmet needs and relates them to proposed or potential new investments in transportation infrastructure.

Critical analysis will be used to review forecast methods and assumptions, including the **impact of modal choices on capacity requirements and role of innovative technology** in enhancing mobility within existing systems.

How does the long-range vision of a seamless system relate to today's medium-range efforts on specific projects? It should make these efforts **more credible** to the voter-taxpayer in the region by placing each project in a comprehensive context of public benefit.

Inter-relating plans and projections to create the picture of a seamless system is the **research challenge** of the project. The **political challenge** is to overcome fragmentation to create a "seamless" coalition of supporters. This leads to the second key deliverable:

A comprehensive menu of financing options that enhances the range of choices. This picture begins with current reality: the financing base in use, the options available in law, alternative financing in use elsewhere, and innovative financing in concept. Then it moves to **political constraints**: taxpayer resistance, jurisdictional fragmentation, intermodal competition.

But the analysis does not stop there. The huge gap between today's resources and tomorrow's needs is the starting point and rationale for this effort, not its conclusion.

The goal of the financing component is to develop one or more **practical models** for multi-state, bi-national and/or public-private cooperation in infrastructure investment. Design elements include partnerships, consortia, corporations and international authorities. The forms of financing range from revenue-based private investments to differential public taxing authority to user fees on enhanced capacity.

Among potential applications of these tools, the most advanced in its design concepts is a **bi-national port authority** similar to the St. Lawrence Seaway Authority. Another tool with important potential is regional infrastructure banks, operating under a unified **Cascadia Corridor Corporation** that is bi-state or bi-national in character and uses a region-and-corridor approach.

The corporation would pull together public-private resources using a range of credit and investment mechanisms and would have subsidiaries that respond to specific issues and



Pacific NorthWest
Economic Region



projects. The structure would link transportation, trade and tourism while providing a forum for competing modes, ports and interests.

Cooperating on investment strategies while competing for market share within the region is in everyone's **mutual interest**. The project initiatives in each gateway provide a strong incentive to find common ground on funding solutions. A **broad coalition** is the most promising way to break the financing deadlocks that medium-size projects have been unable to overcome.

Priorities

The finance section will explore structural issues and innovative funding for bi-state and bi-national projects that serve:

I-5/Hwy 99 freight capacity and access improvements, highway/rail grade separation, short haul rail, truck access lanes to ports, bi-state bridge, and international border approach road-and-rail corridors.

Telecommunications infrastructure including right-of-way for fiber optic networks and relay stations serving wireless communication, and cross-border intelligent systems that provide traveler information and electronic data interchange to enhance port of entry and inspection clearances for commercial goods and international business travelers and tourists.

Intercity, high speed passenger rail service with enhanced multi-modal connections to airports, ferries, regional/local transit, intercity coach, and improved community safety and access.

Related Efforts

Prospects for success are enhanced by a host of initiatives that are currently underway with formal support and funding:

The **U.S.-Canada Border Business Plan** focuses on border approach roads and new rail alignments as well as traffic-flow enhancement technology and an expedited clearance process. The **International Mobility and Trade Corridor (IMTC) Project**, spearheaded by the Whatcom County Council of Governments, was formally launched April 1997 with the signing of the Terms of Reference. This international agreement establishes a common vision and develops a process for facilitating enhanced border crossing efficiency and transportation infrastructure development. The IMTC project is a practical application of the Shared Border Accord, and is the anchor for the I-5/Hwy 99 corridor.

The **NAFTA** includes harmonizing interstate and international surface transportation regulations.

Within **ISTEA** reauthorization are funds to address cross-border issues including border gateway and trade corridor programs, high-speed inter-city passenger rail, freight



**Pacific Northwest
Economic Region**



mobility and intermodal connections to enhance access, capacity and safety, maintenance of inland waterways (Columbia/Snake) and harbors.

Expansion of immigration pre-clearances for business travelers and tourists at Victoria, Vancouver, Calgary, Sea-Tac and Portland gateways, will link airport pre-clearance and automated visa with dedicated highway commuter land using **Intelligent Transportation Systems** applications.

Connecting communities on **Cascadia's Main Street** will build stakeholder support to enhance ferry, airport, transit and rail passenger connections in the corridor through public-private financing options that can eliminate gaps in service.

Open Skies and Two-Nation Vacation joint tourism promotion and marketing, will reduce or eliminate barriers to personal travel.

The timing of these efforts offers a unique opportunity to coordinate and combine their momentum for maximum impact. **Connecting the Gateways** is a goal that has the power to energize this coalition.

Timing and Funding

After a detailed process of concept development, **Connecting the Gateways and Trade Corridors** was launched in May 1997 upon receipt of initial funding from the Boeing Company and the Port of Seattle. Discussions with other major corporate and public entities in the region are ongoing. These meetings will be used to brief potential partners on project specifics and to confirm initial commitments of endorsement, participation and funding support.

Project Partners

In creating a concerted strategy for joint action, the project will build upon current efforts and provide a forum for developing a common agenda. **Connecting** as a goal, and the region as a framework, provide the strongest reality-based approach at this moment in history.

The overall effort will be coordinated by Cascadia Project of Discovery Institute and the Pacific North West Economic Region (PNWER). Partners and participants will include U.S. Department of Transportation, Transport Canada, the Vancouver, B.C. based Cascadia Institute, the Tourism Commission and Gateway Council, Washington and Oregon Departments of Transportation, major ports throughout the region, the Freight Mobility Roundtable and Advisory Committee, and other local government and regional entities.

The lead writer for the project is Glenn Pascall, noted regional economist. The lead agency for the IMTC project (Border Business Plan) is the **Whatcom County Council of Governments (WCCOG)**.



**Pacific North West
Economic Region**



COMMITTEE MEETING TITLE JPACT

DATE 2-12-98

NAME

AFFILIATION

~~Sharon Kelly~~

Multnomah County

Jim Knight

4-Cities E. Mult. County

Jon Kustad

Metro Council

Alan Lookingbill

RTC

Don Wagner

WS DOT

David Lohman

Port of Portland

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Low Oden

WASHLE CITIES

Bob Stacy

Tri-Met

Ed. Washington

METRO

~~Bill Duggan~~

Chackamas Co.

Charlie Hales

Portland

MEL GORDON

CLARK COUNTY

STEVE DOTTREWE

CITY OF PORTLAND

MARK LEAR

" " "

Meeky Blizzard

Sensible Transp. Options

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