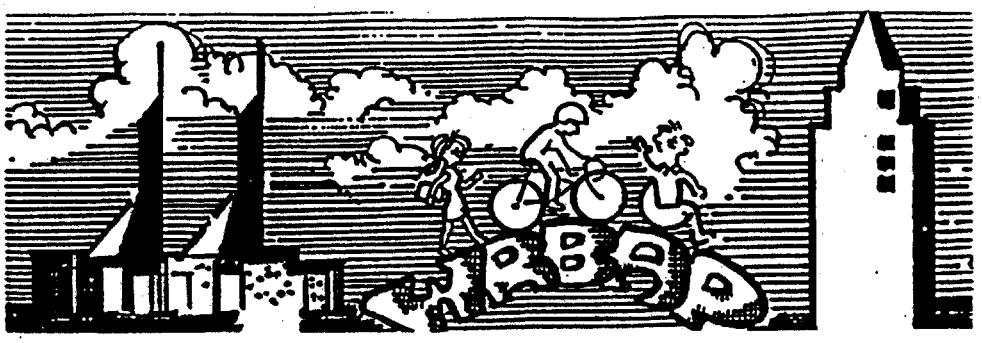
Summary



Willamette River Bridges Accessibility Project

Seven non-interstate bridges span the Willamette River in downtown Portland, providing vital transportation connections for the region. Five of the bridges are the property of Multnomah County; the others are owned and operated by the Oregon Department of Transportation. Although crossing the bridges is critical for many bicycle and pedestrian trips into the central part of the city, the bridges present significant barriers for bicyclists, pedestrians, and disabled travelers. Currently, none of the bridges provide adequate accessibility for wheelchair users, and few offer complete accessibility to bicyclists and pedestrians. For several years the community has expressed concerns about poor access to the bridges for people using alternative modes of travel. In response to these concerns, Multnomah County developed the Willamette River Bridges Accessibility Project (WRBAP).

WRBAP involved the public in a detailed identification and discussion of access problems and potential improvements. Multnomah County staff worked with a citizen advisory committee (CAC) and technical advisory committee (TAC) to develop a comprehensive analysis of multimodal access to and across the bridges and to rank the importance of different access projects.

As part of the WRBAP study, alternative mode access to each bridge was carefully analyzed and possible improvements were identified. The resulting project Accessibility Plans show 38 projects to improve access to and across the seven Willamette River bridges owned by Multnomah County and the State of Oregon.

Recommended projects include installation of more than 3 miles of bicycle lanes, 3,500 linear feet of sidewalks, more than 20 crosswalks, and almost 30 curb ramps. The total cost of the 38 projects is $7.63 million. When the projects are completed, four county bridges will be fully accessible to disabled persons, bicyclists, and pedestrians, and major multimodal improvements will have been installed on the remaining three bridges.

Project Goals

The CAC and TAC established four primary objectives for the WRBAP study:

- Identify opportunities to improve access to and across the bridges and create ramps for bicycles, pedestrians, and disabled persons
- Identify ways to improve safety for all bridge users
- Integrate improvements for bridges and ramps with existing and planned surface street systems
- Develop an action plan for capital improvements and maintenance, on the basis of project criteria and priorities for adoption by the responsible policy bodies (the City of Portland, Multnomah County, and the Oregon Department of Transportation)

User Objectives and Criteria

The CAC worked closely with Multnomah County staff to develop objectives and criteria relating to bridge users. These objectives can serve as long-term goals for accessible facilities, particularly in the case of new bridge construction. The objectives and criteria for bicycles, pedestrians, and disabled persons are presented below.

Bicycles
Objective: To provide safe, direct, and convenient bicycle access to and across the Willamette River with minimal conflicts with motor vehicles.
Criteria
Separate rights-of-way for bicycles should be provided on the bridges' main spans and ramps, wherever practicable.
Planned bikeways should offer direct connection to bridge ramps. Bikeway facilities should be appropriate to the functional classification of the bikeway street.
Bikeways should have minimal uncontrolled conflicts with motor vehicles.
Direct and convenient routing is vital to bicyclists; access routes to the Willamette River bridges should be planned so that they are as direct and convenient as practicable, with sufficient signage.
There will continue to be bikeways shared with pedestrians in the foreseeable future; on shared facilities, travelways and protocol among users should be indicated with clear signage.
Bikeway design should accommodate use by motorized wheelchairs.

Pedestrians

Objective: To provide safe, direct, and convenient pedestrian access to and across the Willamette River with minimal conflicts with motor vehicles.

Criteria

Sidewalks should be of adequate width to accommodate anticipated pedestrian and wheelchair traffic. Sidewalks should be a minimum of 72 inches wide, where practicable.

Pedestrian underpasses should be replaced with at-grade pedestrian crossings, where practicable.

To ensure pedestrian safety, at-grade crossings should provide measures to control traffic.

To ensure the continuity of the pedestrian system, pedestrian rights-of-way at bridgeheads should be delineated. (The bridgehead is the transition area between the bridge ramp and the surface streets.)

To reduce conflict between bicyclists and pedestrians, travelways should be separated, where practicable.

If separated travelways are not possible, shared bicycle and pedestrian two-way travelways should be a minimum of 12 feet wide, per American Association of State Highway and Transportation Officials (AASHTO) standards, where practicable.

Safe pedestrian routes to and across the river should be indicated by directional signage.

Safe pedestrian routes to popular destinations should be indicated by informational signs.

To increase personal safety, all pedestrian facilities should be well lighted.

Disabled Persons

Objective: To provide safe, direct, and convenient access for disabled persons to and across the Willamette River with minimal conflicts with motor vehicles.

Criteria

New construction planned by the WRBAP must comply with the Americans with Disabilities Act.

To improve accessibility for the physically disabled, ramps with stairs should be included on pedestrian ways, wherever practicable.

To reduce obstacles to the physically disabled, curb ramps should be placed appropriately in the project area.

Signage should indicate safe and convenient routes for the physically disabled to cross the river.

To increase safety, visually impaired persons should be alerted to hazards by means of textured sidewalks.

To increase the safety of hearing-impaired persons, there should be pedestrian-activated signals and other appropriate traffic controls in the project area to provide visual cues.

Project Process

WRBAP has three phases:

- Phase One: Project Identification
- Phase Two: Project Refinement and Implementation
- Phase Three: Major Project Implementation

This report summarizes the work of Phase One, the locally funded project study. Phases Two and Three will be funded by the federal Congestion Mitigation/Air Quality program, with local matching funds from the implementing jurisdictions.

Advisory Committees

Project staff received advice and direction from both citizen and technical advisory committees. The CAC and TAC each met monthly for more than a year to examine each bridge in detail, develop evaluation criteria, and review consultant and county work. The CAC included representatives from the following organizations:

- Willamette Pedestrian Coalition
- Bicycle Transportation Alliance
- Portland Bicycle Advisory Committee
- Access Oregon
- Automobile Association of Oregon
- Portland Wheelmen Touring Club
- Neighbors Northwest
- Inner Northeast Coalition of Neighborhoods
- Southeast Uplift
- Association for Portland Progress
- Central Eastside Industrial Council

The TAC included representatives from the following jurisdictions:

- City of Portland Bureau of Traffic Management
- City of Portland Pedestrian Program
- Metropolitan Service District
- Tri-Met
- Oregon Department of Environmental Quality
- Oregon Department of Transportation
- Metropolitan Human Rights Commission

The TAC and CAC process focused on identifying problems and developing solutions. The advisory committees used several methods to develop projects. They examined each bridge in detail using aerial photographs and schematic drawings, toured the bridges to examine

access problems firsthand, held four forums for public commentary, and developed project ideas for evaluation by the consultant.

Public Involvement

In addition to the CAC, WRBAP provided several opportunities for citizen involvement. Four public workshops, comment forms, and tours with several user groups generated more than 200 comments from the public that identified access problems and suggested solutions.

Project Selection Process

At the conclusion of the project identification process, the CAC and TAC had developed 80 potential projects and project alternatives. To narrow the list of projects, the committees devised a two-tiered evaluation process. Tier-one criteria tabled projects that did not meet minimal design standards or comply with existing policy guidelines, as shown below (table criteria provided by Multnomah County).

Table Criteria
(Project is tabled if it fails to meet these criteria)

Beyond Project Scope

Analysis of the project is not feasible given project scope.

Air Quality Performance

A goal of the WRBAP is to reduce air pollution, by offering alternatives to single occupancy vehicles. The project must not lead to a decrease in air quality which could affect the region's effort to comply with the Clean Air Act of 1991. Projects which reduce vehicle capacity could cause minor air quality impacts, if the impact is mitigated by reduced automobile trips. Initial projects will probably be funded by the Congestion Mitigation/Air Quality program, CM/AQ projects must show significant potential to reduce SOV trips and improve air quality.

Conformance

New projects must provide facilities that substantially meet AASHTO (American Association of State Highway and Transportation Officials) standards for bicycle and pedestrian facilities. New projects must comply with the Americans with Disabilities Act.

Compatibility

The project must be compatible with applicable land use regulations, including Willamette Greenway, City of Portland design standards, the Transportation Element of the Portland Comprehensive Plan, the Multnomah County Bicycle Master Plan, the Transportation Planning Rule, the Oregon Transportation Plan, the Oregon Bicycle Plan, the Oregon Highway Plan and the Regional Transportation Plan.

Tier-two criteria scored projects according to the following mutually agreed-upon principles (provided by Multnomah County).

Project Performance Criteria

A. Mode Benefit

The proposed project provides significant benefit to at least one project mode (i.e., bicycles, pedestrians and disabled persons. The alternative should not deteriorate conditions for other project modes. Projects that provide benefit to more than one mode will receive additional points.

- Provides significant* benefit to more than one mode. 4 Points
- Provides significant benefit to one mode and marginal* benefit to one or more other modes. 3 Points
- Provides marginal benefit to more than one mode, or significant benefit to one mode. 2 Points
- Provides marginal benefit to one mode. 1 Point
- Provides no benefit. 0 Points
- Limits accessibility for one or more modes. -3 Points

*Significant: Provides direct access from street system or recreational amenity, or provides increased accessibility across the main span. Provides increased safety and user comfort.

*Marginal: Provides improved access but does not eliminate all conflicts and problems. Does not necessarily increase user comfort but does increase safety.

B. Removes Barriers

The goal of the project should be to plan for increased access on Willamette River Bridges. The Project should assure that access to the bridges does not represent a barrier to project modes travel.

- Project removes or circumvents a significant barrier to alternative modes travel across a particular bridge (i.e., a barrier which precludes or severely limits access on an otherwise accessible bridge). 4 Points
- Project removes or circumvents a significant barrier, however other minor barriers still exist. 3 Points
- Project removes or circumvents one of a number of barriers, however a significant barrier still exists. 2 Points
- Project removes or circumvents a barrier, however several significant barriers still exist. 1 Point.
- Project does not remove or circumvent a barrier. 0 Points

C. Facilitates Connections

The project should provide a necessary addition to existing bike and pedestrian systems. The project should not be isolated from other systems or other proposed projects.

- Provides critical system additions* for more than one mode. 4 Points
- Provides critical system additions for one mode. 3 Points
- Provides minor system addition* for more than one mode. 2 Points
- Provides minor system additions for one mode. 1 Point
- Does not provide a system addition. 0 Points

*Critical System Addition: Addition to system that connects to a developed circulation system for the benefited mode, project provides a vital connection.

*Minor System Addition: Addition that does not necessarily connect with a well developed circulation system.

D. Traffic System Performance

Some decrease in traffic system performance may result from the project, however increases in traffic congestion that will negatively affect goods movement and transit service are not acceptable.

- Project will not degrade traffic system performance. 0 Points
- Project will cause minor degradation to traffic system performance. -1 Point
- Project will cause significant degradation to traffic system performance. -2 Points
- Project will cause capacity decrease which could lead to failure of traffic system links or intersections on streets important to goods movement. -3 Points
- Project will cause capacity decrease which could lead to failure of traffic system links or intersections on streets heavily used by transit. -4 Points

E. Potential Users

Relative number of users of a project

High Use: 5 Points
Moderate Use: 3 Points
Low Use: 1 Point

F. Cost Benefit Analysis

Project score divided by project cost.

Lowest 20% cost per point. 4 Points
Next lowest 20% cost per point. 3 Points
Middle 20% cost per point. 2 Points
High 20% cost per point. 1 Point
Highest 20% cost per point. 0 Points

Engineering Evaluation Process

Multnomah County retained CH2M HILL to conduct a conceptual evaluation and detailed traffic analysis of proposed improvements. A team from CH2M HILL, Kittelson & Associates, Inc., and Browning Shono Architects reviewed the initial recommended projects, suggested additional projects and modifications, and evaluated the projects. The evaluation process examined the technical feasibility of project proposals by reviewing the following issues:

- Engineering feasibility of proposed and modified designs
- Compliance with controlling county and state standards
- Potential impacts to the traffic system, including intersection and roadway operations
- Potential structural impacts to the bridges
- Conceptual design for proposed structures
- Preliminary cost estimates

Implementation Plan

After applying the evaluation criteria to the 80 preliminary projects and alternatives, the CAC and TAC selected 38 multimodal projects for implementation; these are shown on the bridge Accessibility Plans presented at the end of this section. The total cost of the 38 projects is estimated at $7.63 million.

WRBAP will receive $1 million from the Congestion Mitigation/Air Quality program (administered by the Federal Highway Administration) in 1996. The $1 million grant plus additional local funding will be directed toward construction of 25 of the 38 projects. The Phase One projects consist of improvements costing from $5,000 to $200,000. The first table that appears at the end of this section shows these Phase One projects.

Future phase projects are shown on the second table. Thirteen future phase projects are anticipated to be included in the regional transportation plan, transportation improvement plans, and local jurisdiction capital improvement plans. If Phase One project costs are lower than estimated, some Phase Two projects may be shifted to Phase One.

Funding Sources

There are several possible sources of additional funding, both local and federal, as described below.

Local Funds

The Oregon Department of Transportation, City of Portland, and Multnomah County all have funds set aside for constructing pedestrian, bicycle, and disabled access projects. All three jurisdictions will consider constructing projects before 1996. County funds used to maintain the Willamette River bridges must go to continued maintenance of bridge facilities.

Federal Funds

Most grant funds from the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) Implementation Strategy have already been allocated; however, Congress is expected to begin consideration of a new ISTEA in the next year. The new legislation should include programs for alternative modes of transportation. Completion of WRBAP will position the involved jurisdictions to compete for available funds.

Willamette River Bridges Accessibility Project
Phase I-Project Implementation

St. John's

• Syracuse/Philadelphia Intersection (1)	$ 25K
• St. Helens/Bridge Avenue Intersection (8)	$ 5K

Broadway

• Broadway/Flint/Wheeler Intersection (1B)	$ 40K
• Lift Span Sidewalks (3)	$ 50K
• Pedestrian Xing at Lovejoy/Broadway (4)	$100K
• Broadway Viaduct Bikelanes (5B)	$ 15K
• Broadway/Hoyt Intersection (6)	$ 35K
• 10th Avenue Viaduct Bikelanes (7)	$ 10K
• Pedestrian Xing at Lovejoy/10th Ave. (8)	$ 40K
• Lovejoy Viaduct Bikelanes (10A)	$ 70K

Burnside

• Bikelanes from MLK to 6th Avenue (2B)	$ 25K
• Burnside/MLK Intersection (4)	$ 20K
• Westbound Bikelane West of MLK (6)	$ 5K
• Eastbound Bikelane East of 2nd Avenue (7B)	$ 10K
• Burnside/2nd Avenue Intersection (8)	$ 20K

Morrison

• Water Avenue/Yamhill Intersection (3B)	$ 5K
• Front Avenue Ramp Sidewalk (5B)	$200K
• 2nd Avenue Crosswalks (6B)	$ 40K

Hawthorne

• Hawthorne Viaduct (1D)	$ 25K
• Clay Ramp Sidewalk (2)	$ 10K
• Westside Improvements (7)	$ 70K
• Madison Viaduct Sidewalk (8)	$200K

Ross Island

• Kelly Ramp Modification (6)	$ 70K
• Pedestrian Xing at Front Ave. Ramp (8B)	$ 20K

Sellwood

• Greenway Trail Crossing (5B)	$ 30K
	$1,140K

WRBAP Project Implementation

- WRBAP will receive $1 million in federal CM/AQ funds (including local match) in 1996.
- The City of Portland and ODOT are considering implementing several of the low cost projects in the next two years.
- Multnomah County has received $80,000 in CM/AQ funds for immediate engineering work and implementation of low cost projects.
- Second phase projects will be implemented according to rank and cost.

MULTNOMAH COUNTY

Multnomah County Transportation Division

07/25/94

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Willamette River Bridges Accessibility Project
Future Phase Project Implementation

St. Johns	Cost	Score
• Willamette Bicycle Route (2B)	$ 5K	7
• Bridge Avenue Trail (4)	$ 250K	10
• Bridge Avenue Intersection (6)	$ 40K	8
• St. Helens/Bridge Avenue Intersection (7)	$ 40K	9

Broadway		
• Lovejoy Sidewalk (9)	$ 490K	18

Burnside		
• Esplanade Ramp (5)	$1,070K	11
• Waterfront Ramp (5)	$1,070K	11

Morrison		
• Morrison Bicycle Pathway (4A)	$1,270K	11

Hawthorne	Cost	Score
• Hawthorne Bridge Sidewalks (5)	$1,300K	16

Ross Island		
• Corbett/Kelly/Porter Intersection (5A)	$ 475K	13
• Eighth Avenue Ramp (9)	$ 40K	11

Sellwood		
• Eastside Undercrossing (1B)	$ 160K	11
• Light Pole Relocation (2)	$ 280K	7

Future Project Implementation

- Projects shown will be implemented according to cost, score or by responsible jurisdiction.
- Project funding will be through the RTP, TIPs or local jurisdiction CIPs.
- 1996 CM/AQ funds may contribute to some of these projects if a portion of Phase 1 projects are implemented by the responsible agencies and/or if some Phase 1 project costs are lower than estimated.

MULTNOMAH COUNTY

Multnomah County Transportation Division

08/01/94

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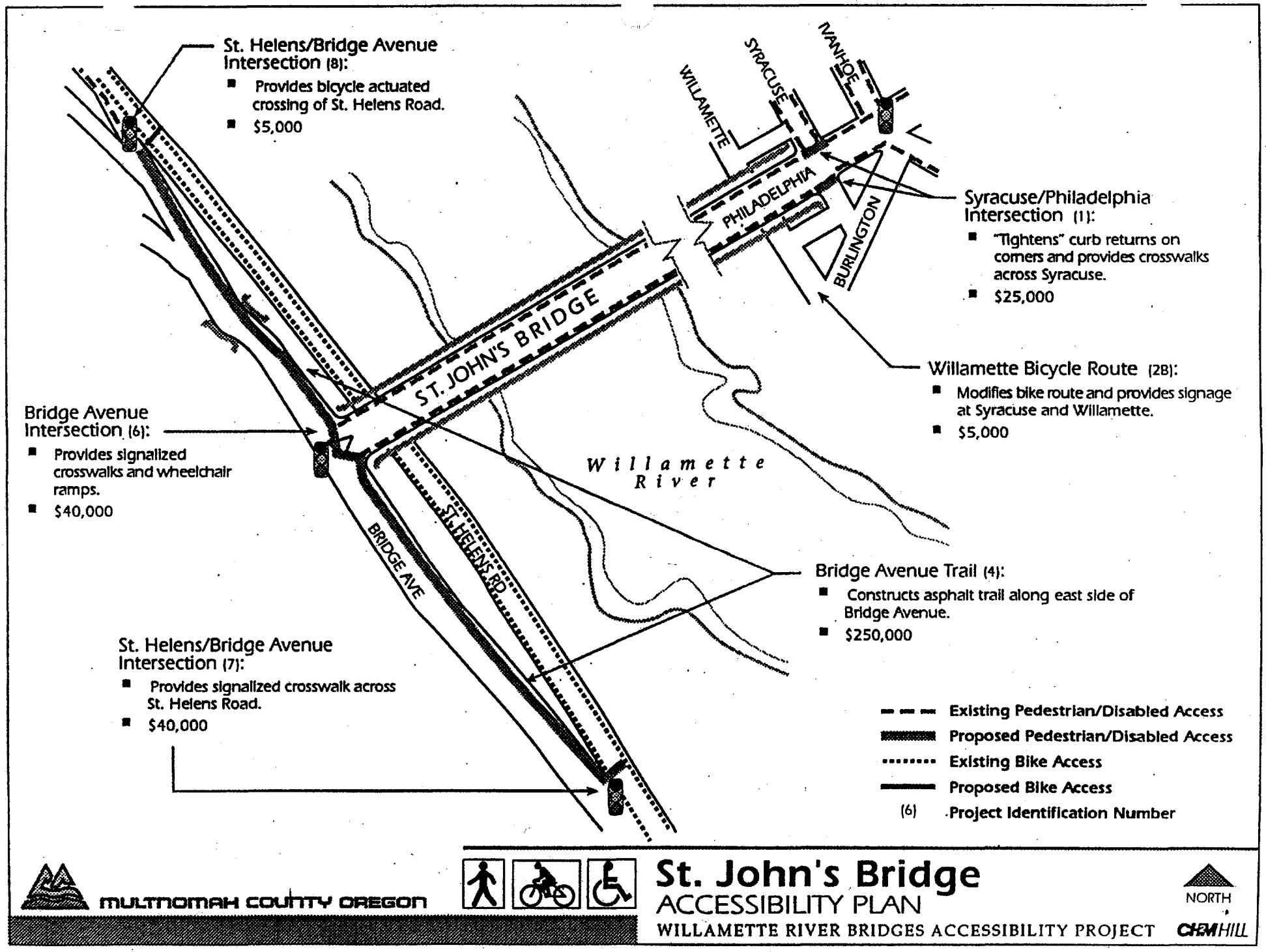
St. Helens/Bridge Avenue Intersection (8):
Provides bicycle actuated crossing of St. Helens Road.
$5,000
WILLAMETTE
SYRACUSE
NANHOE
PHILADELPHIA
BURLINGTON
Syracuse/Philadelphia Intersection (1):
"Tightens" curb returns on corners and provides crosswalks across Syracuse.
$25,000
ST. JOHN'S BRIDGE
Willamette Bicycle Route (2B):
Modifies bike route and provides signage at Syracuse and Willamette.
$5,000
Bridge Avenue Intersection (6):
Provides signalized crosswalks and wheelchair ramps.
$40,000
Willamette River
BRIDGE AVE
ST. HELENS RD
Bridge Avenue Trail (4):
Constructs asphalt trail along east side of Bridge Avenue.
$250,000
St. Helens/Bridge Avenue Intersection (7):
Provides signalized crosswalk across St. Helens Road.
$40,000
Existing Pedestrian/Disabled Access
Proposed Pedestrian/Disabled Access
Existing Bike Access
Proposed Bike Access
(6) Project Identification Number
MULTNOMAH COUNTY OREGON
St. John's Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT
NORTH
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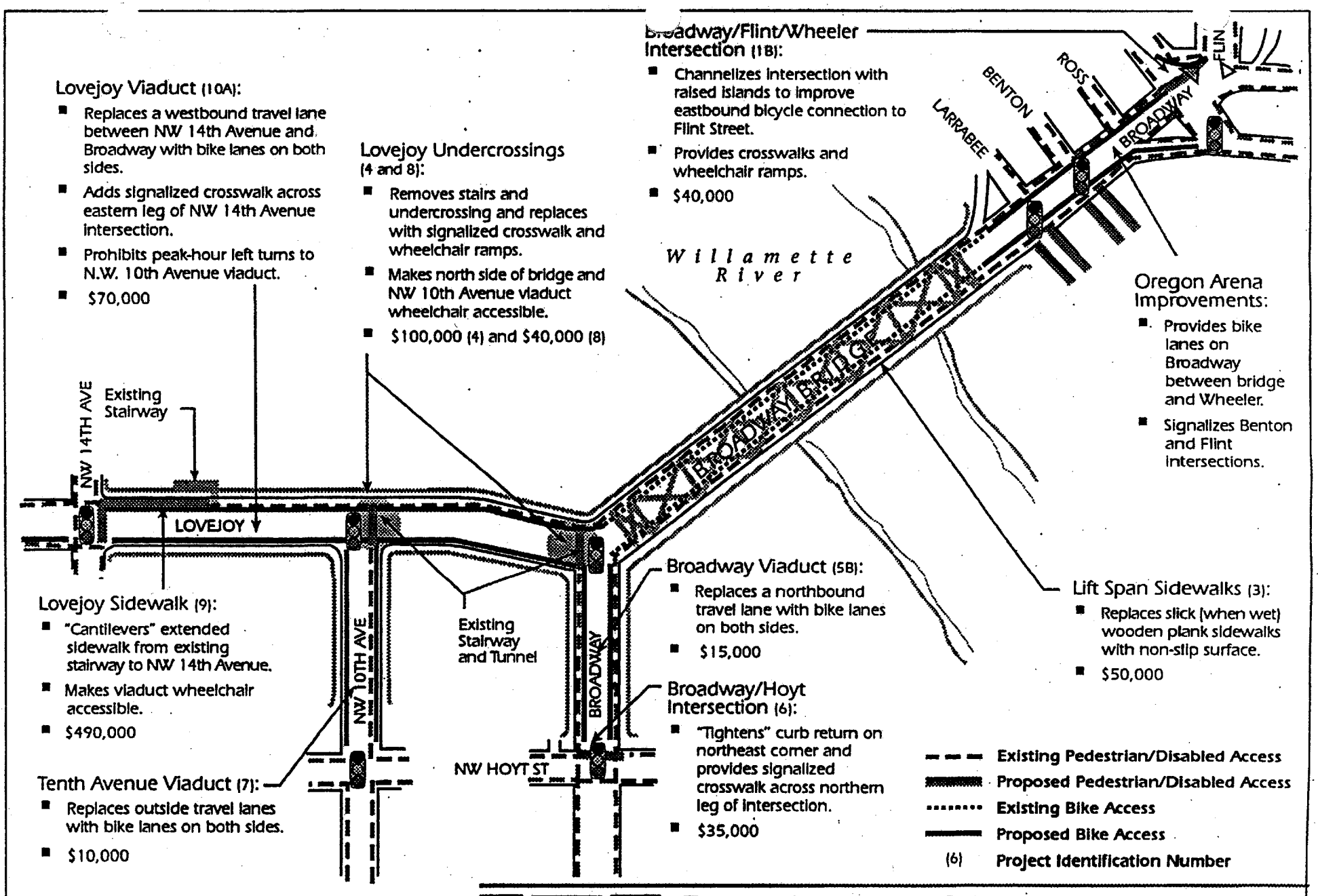

MULTNOMAH COUNTY OREGON

Broadway Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT

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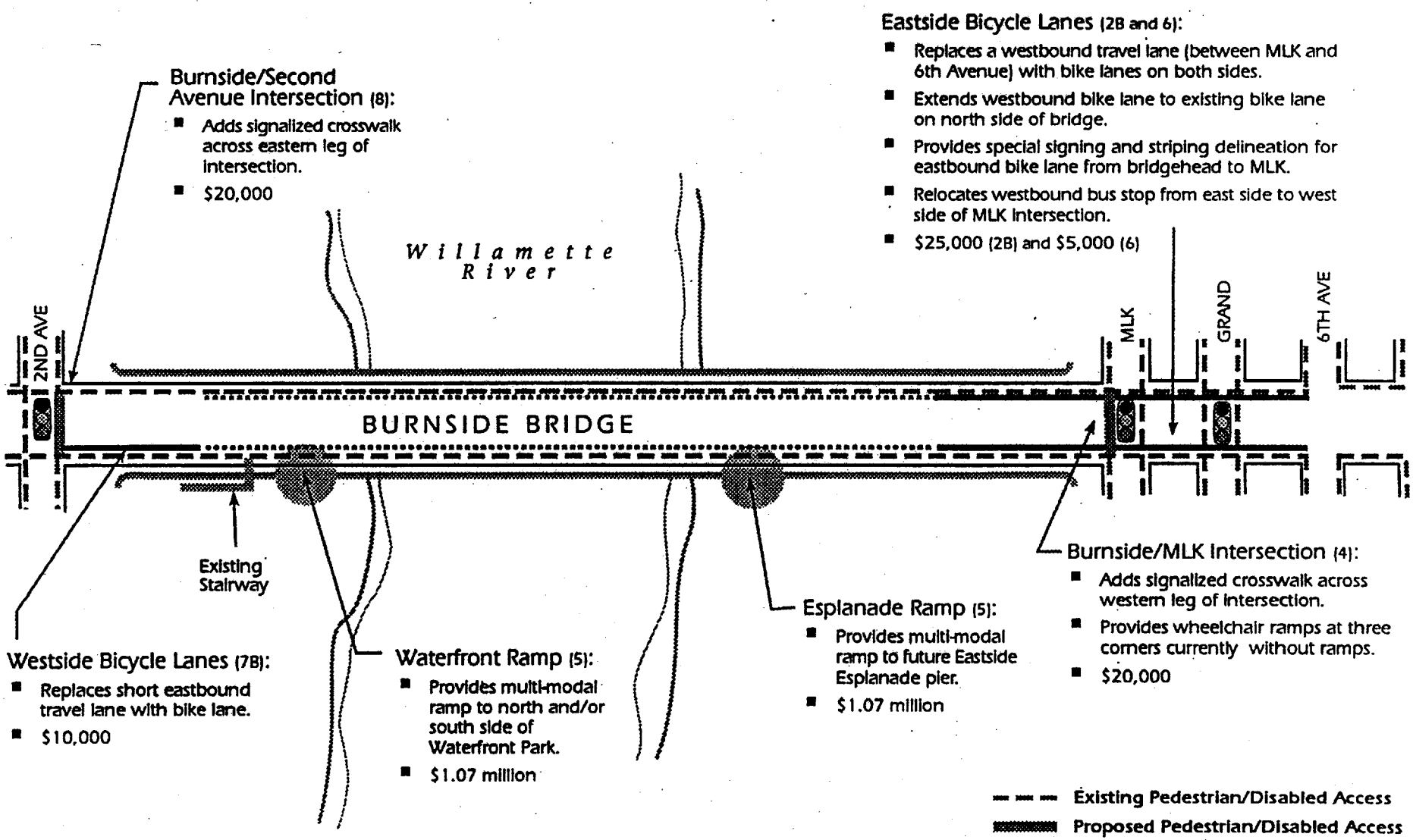

MULTNOMAH COUNTY OREGON

Burnside Bridge
ACCESSIBILITY PLAN

WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT

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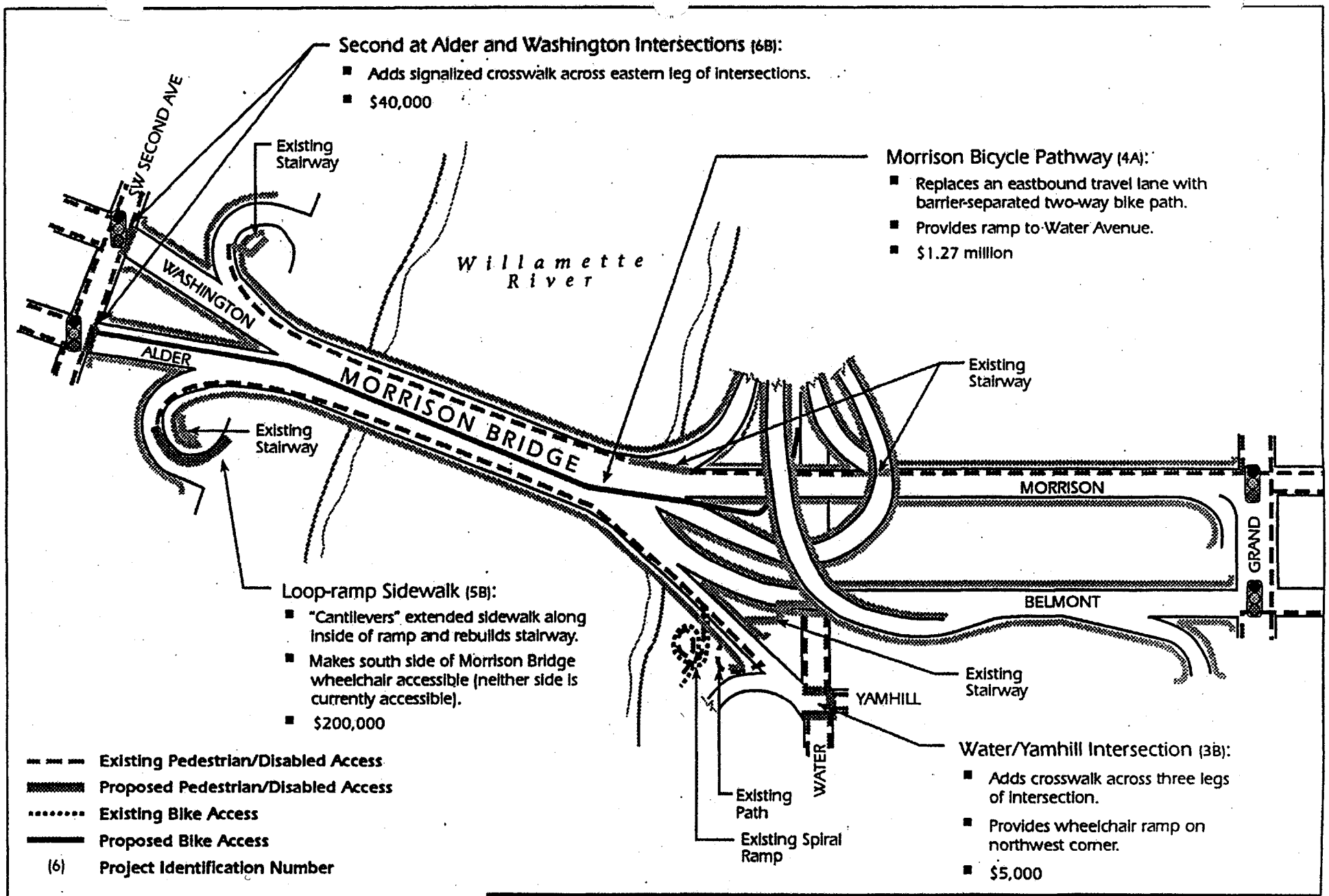
Second at Alder and Washington Intersections (6B):
Adds signalized crosswalk across eastern leg of intersections.
$40,000
SW SECOND AVE
Existing Stairway
WASHINGTON
ALDER
Willamette River
MORRISON BRIDGE
Morrison Bicycle Pathway (4A):
Replaces an eastbound travel lane with barrier-separated two-way bike path.
Provides ramp to Water Avenue.
$1.27 million
Existing Stairway
Existing Stairway
MORRISON
GRAND
BELMONT
Loop-ramp Sidewalk (5B):
"Cantilevers" extended sidewalk along inside of ramp and rebuilds stairway.
Makes south side of Morrison Bridge wheelchair accessible (neither side is currently accessible).
$200,000
Existing Stairway
YAMHILL
WATER
Existing Path
Existing Spiral Ramp
Water/Yamhill Intersection (3B):
Adds crosswalk across three legs of intersection.
Provides wheelchair ramp on northwest corner.
$5,000
Existing Pedestrian/Disabled Access
Proposed Pedestrian/Disabled Access
Existing Bike Access
Proposed Bike Access
(6) Project Identification Number
MULTNOMAH COUNTY OREGON
Morrison Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT
NORTH
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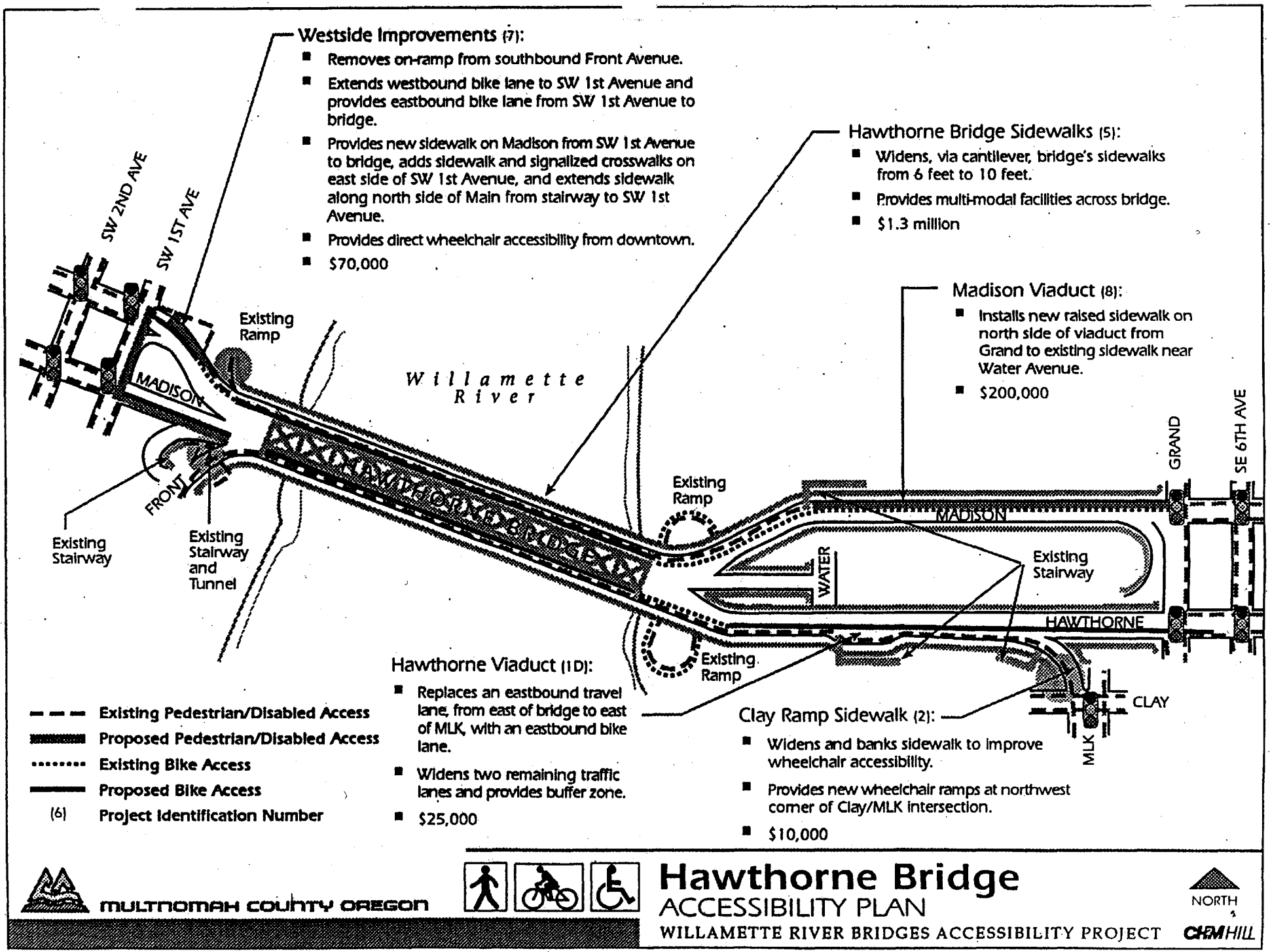
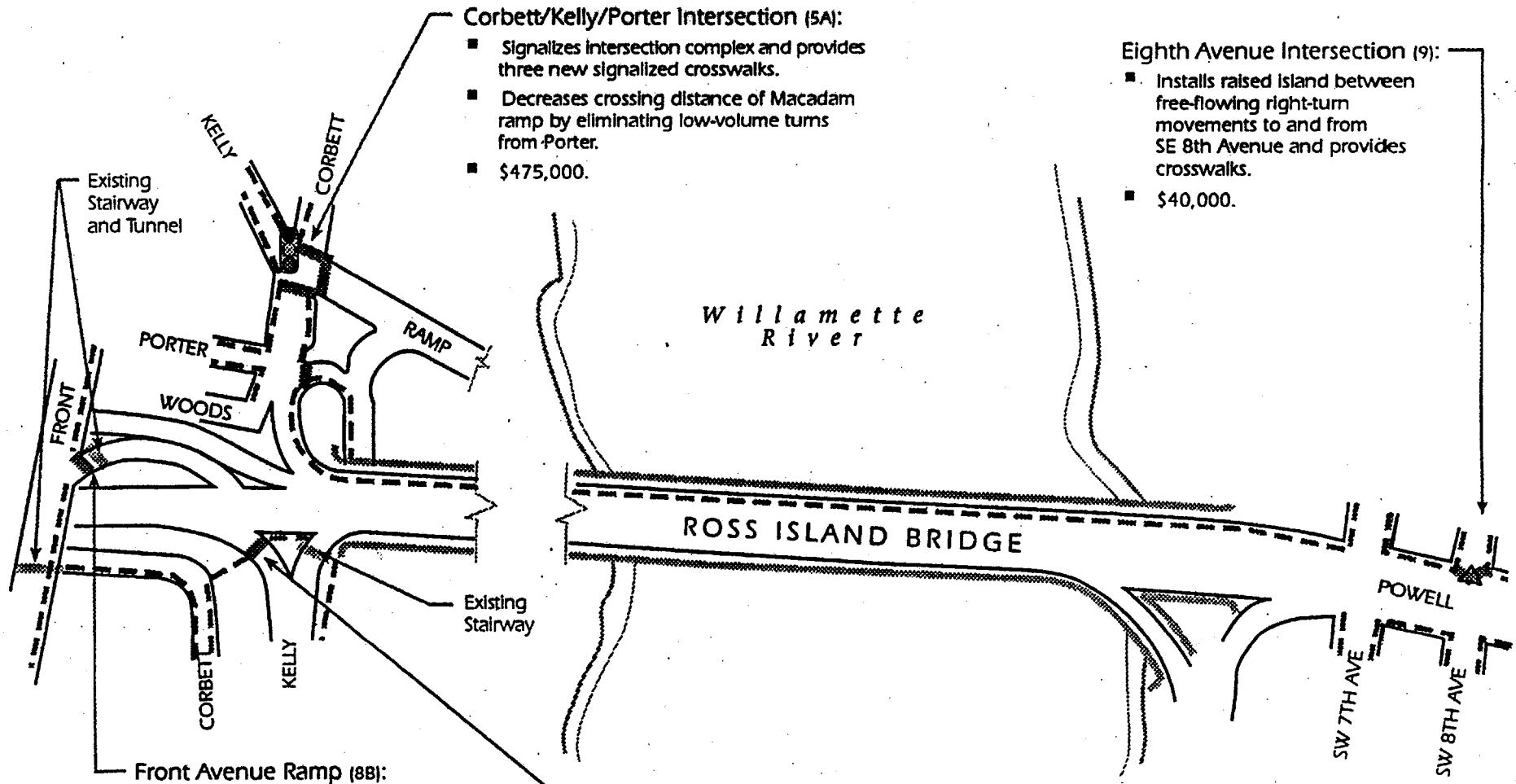

Westside Improvements (7):
Removes on-ramp from southbound Front Avenue.
Extends westbound bike lane to SW 1st Avenue and provides eastbound bike lane from SW 1st Avenue to bridge.
Provides new sidewalk on Madison from SW 1st Avenue to bridge, adds sidewalk and signalized crosswalks on east side of SW 1st Avenue, and extends sidewalk along north side of Main from stairway to SW 1st Avenue.
Provides direct wheelchair accessibility from downtown.
$70,000
Hawthorne Bridge Sidewalks (5):
Widens, via cantilever, bridge's sidewalks from 6 feet to 10 feet.
Provides multi-modal facilities across bridge.
$1.3 million
Madison Viaduct (8):
Installs new raised sidewalk on north side of viaduct from Grand to existing sidewalk near Water Avenue.
$200,000
SW 2ND AVE
SW 1ST AVE
Existing Ramp
MADISON
Willamette River
HAWTHORNE BRIDGE
FRONT
Existing Stairway
Existing Stairway and Tunnel
Existing Ramp
WATER
GRAND
SE 6TH AVE
MADISON
Existing Stairway
HAWTHORNE
Existing Ramp
CLAY
MLK
Hawthorne Viaduct (10):
Replaces an eastbound travel lane, from east of bridge to east of MLK, with an eastbound bike lane.
Widens two remaining traffic lanes and provides buffer zone.
$25,000
Clay Ramp Sidewalk (2):
Widens and banks sidewalk to improve wheelchair accessibility.
Provides new wheelchair ramps at northwest corner of Clay/MLK intersection.
$10,000
Existing Pedestrian/Disabled Access
Proposed Pedestrian/Disabled Access
Existing Bike Access
Proposed Bike Access
(6) Project Identification Number
MULTNOMAH COUNTY OREGON
Hawthorne Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT
NORTH
CH2MHILL



MULTNOMAH COUNTY OREGON

Ross Island Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT

NORTH

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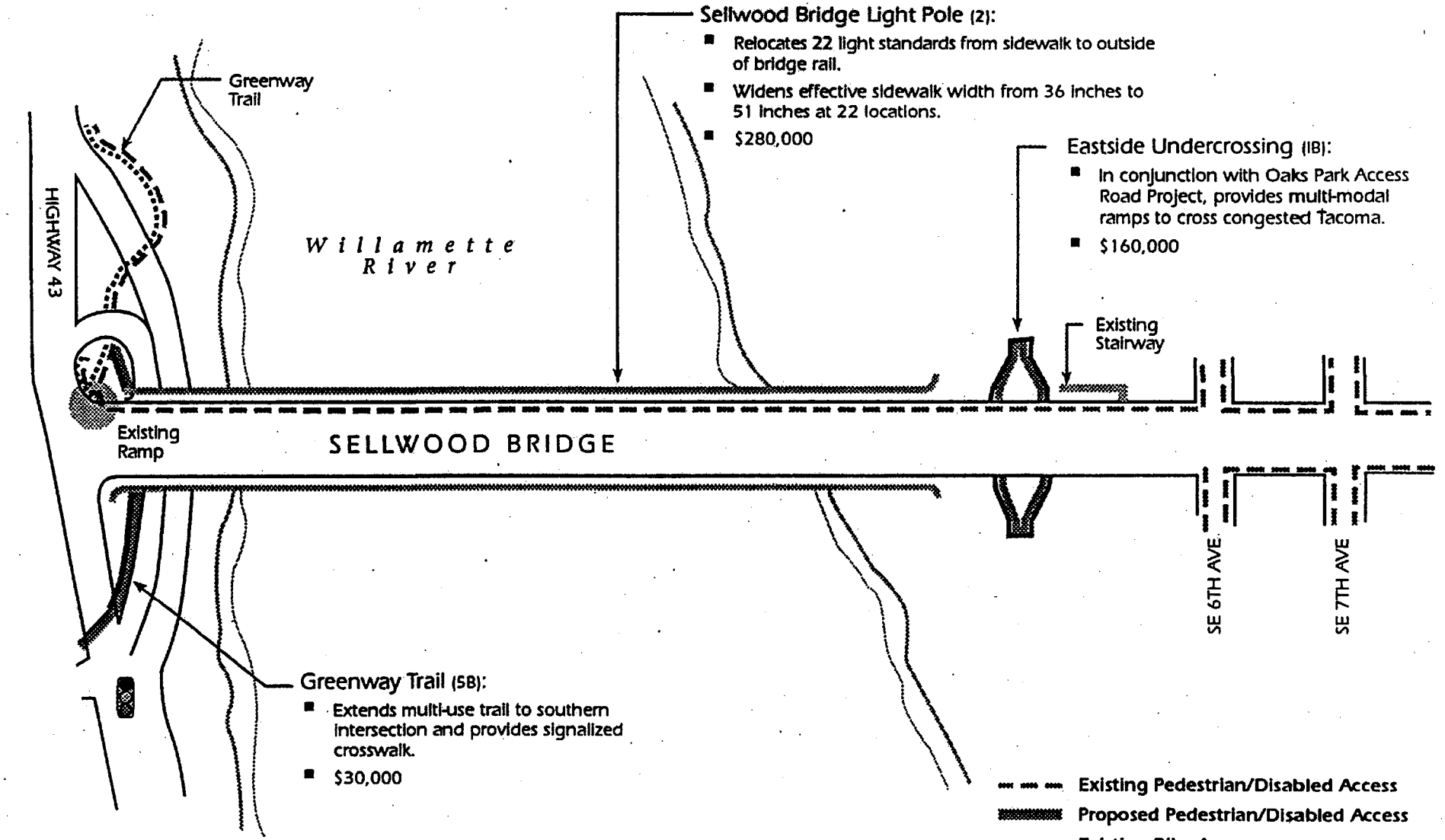

NOTE: Sellwood Bridge is planned to be replaced in the next 10 to 15 years.

MULTNOMAH COUNTY OREGON

Sellwood Bridge
ACCESSIBILITY PLAN
WILLAMETTE RIVER BRIDGES ACCESSIBILITY PROJECT

NORTH

CH2MHILL

Willamette Valley Transportation Strategy

Goals and Objectives

Draft, June 10, 1994

Goal One

Develop a transportation strategy for the Willamette Valley that addresses the problems and opportunities of transportation interdependence among Valley communities, is consistent with the goals and objectives of the Oregon Transportation Plan, builds upon and is integrated with other related planning efforts, and identifies roles for both the public and private sectors in implementing the plan. The strategy will include an approach which will prioritize the transportation problems that should be addressed.

Goal Two

2. Promote an understanding of the extent and significance of the transportation interdependence among communities in the Willamette Valley.

1.1 Inform Valley leaders about patterns and trends in the movement of people and goods in and through the Willamette Valley, and of other indicators of Valley growth and interdependence.

Goal Three

3. Identify gaps in knowledge, geographic coverage, policy tools or consensus necessary for local transportation planning and coordination efforts in the Valley.

3.1 Compare and evaluate illustrative city and county comprehensive plans in the Valley for their cumulative effects and dependence on one another.

3.2 Evaluate the adequacy of local transportation planning jurisdictions and areas of interest in the Valley.

3.3 Further the integration of area and modal travel demand forecasting valley-wide.

Goal Four

4. Investigate the market for intercity rail passenger service in the Valley.

4.1 Develop ridership and revenue forecasts based on data gathered and other analyses performed in Oregon and the Willamette Valley, including the Rail Capacity Analysis.

4.2 Develop a forecast consistent with assumptions and plans for high speed rail service between Portland and Vancouver, B.C..

4.3 Develop an approach to implementation, in cooperation with the High Speed Rail Task Force.

Goal Five

5. Develop and evaluate alternative scenarios for the integration of Willamette Valley transportation programs and projects with land use policies in the Valley.

5.1 Develop transportation scenarios with distinctive characteristics, responsive to broad concerns and values of Willamette Valley citizens.

5.2 Evaluate scenarios using performance measures and evaluation criteria already developed in relevant policy documents (OTP, Benchmarks, Statewide Planning Goals, SIP, Region 2040, etc.), recognizing known environmental constraints, and incorporating issue statements and critical variables identified by VPACT and others with interests in the Valley.

Goal Six

6. Design a framework and process to further the implementation of the Willamette Valley Transportation Strategy

6.1 Develop a process to implement the Willamette Valley Transportation Strategy, involving all interested constituencies.

6.2 Design a framework for planning which furthers the most efficient use of public and private resources.

6.3 Identify funding issues and strategies for addressing them.

6.4 Develop a plan for sharing information on the Willamette Valley Transportation Strategy with a wider Valley audience.

2030, the Vision...

Drawn to the high quality of life in the Willamette Valley, three million residents enjoy unprecedented economic prosperity. Advanced technology industries yielding high value products and efficient resource industries form the core of a regional economy supporting an educated and affluent workforce.

Major centers -- accessible by multiple modes of transport -- act as magnets, attracting new businesses to the Valley and creating more jobs to sustain a healthy level of economic activity. Transportation policies, modal plans and projects have induced patterns of land development and use supporting Oregon's longstanding land use goals.

Integrated land use plans for the region are underpinned by a balanced mix of private and public transportation. An efficient road and rail system forms the surface transportation links between the Valley's vital and diverse cities, rural communities, ports and industrial centers to promote livability and economic prosperity for all residents of the Valley.

The transportation system takes advantage of the efficiencies of each transportation mode. Planning decisions recognize the benefits of energy conservation in transportation and encourage the use of alternatives to fossil fuels. Interconnection between modes is extensive and supportive of efficient land uses and the needs of commerce, industry and the general community.

Local and regional jurisdictions cooperate through the integration of plans within the Willamette Valley Coordination Area. Integration supports an extensive, well coordinated transportation network. Local, regional and state agencies working together, are responsive to residents' needs and their ideas for solving issues in a comprehensive, long term manner.

"The Willamette Valley of Oregon is one of the most beautiful valleys in the world.

Stretching from Eugene in the south to the Columbia River in the North, from the snowy summits of the Cascades to the blue heights of the coastal range, the Willamette Valley is a verdant, fertile land, still largely untrampled by humanity."

Tom McCall
Governor of Oregon
September, 1972

Coalitions between airlines, airport owners and local jurisdictions have developed integrated tourism and business marketing strategies which sustain a viable demand for fast and frequent air linkages between major centers in the Valley and key locations interstate and abroad.

Quality of life and environmental sensitivity are core values shaping transportation system development. Extensive pedestrian and bike paths facilitate a large proportion of trips by walking and cycling, encouraging a healthier community, reducing pollution and improving the sociability and safety of public places and streets.

Enhanced and innovative transit systems, the introduction of new technologies such as high speed rail and Intelligent Vehicle Highway Systems provide a high level of mobility to all citizens. The implementation of these technologies and efficient multimodal corridors support fast, economical, reliable and safe transport of freight.

Foresight and thoughtful planning has preserved "one of the most beautiful Valleys in the world." The efforts which began in the last decade of the 20th Century are credited with preserving this natural heritage and building the infrastructure to support the prosperity of future generations.

PRELIMINARY DRAFT

Final Report Outline

Willamette Valley Transportation Strategy: A Comprehensive, Coordinated Plan for the Willamette Valley

I. EXECUTIVE SUMMARY

II. INTRODUCTION

- A. 2030, the Vision
- B. The Environment
- C. The Planning Process
- D. Goals and Objectives for the Study

III. SCENARIO DEVELOPMENT AND EVALUATION

- A. The Setting
  1. Context for Scenario Development
  2. Chronology of Events
  3. Relationship to Other Policy and Planning Efforts
- B. Background
  1. Outreach Efforts and Results
  2. Assumptions for Scenario Development
  3. Evaluation Criteria for the Scenarios
- C. Scenario Development
  1. Descriptions of Scenarios
  2. Evaluation of Scenarios

IV. PREFERRED SCENARIO

- A. Development of Preferred Scenario
- B. Description of Preferred Scenario
- C. Evaluation of Preferred Scenario

V. HIGH SPEED RAIL SYSTEM

A. Development of Data
B. Forecasting Methodology
C. Ridership Forecasts
D. Revenue Forecasts

VI. FRAMEWORK FOR IMPLEMENTATION

A. Plan for Sharing Information on the Willamette Valley Transportation Strategy
B. Funding Requirements
C. Institutional Changes Identified
D. Legal Changes Identified
E. Integration of High Speed Rail with Other Transportation Systems

VII. ACTION PLAN - V-PACT RECOMMENDATIONS

A. Program to Implement Willamette Valley Strategy

1. Strategies for Addressing Funding Requirements
2. Strategies for Addressing Institutional Changes
3. Strategies for Addressing Required Changes in Agreements, Statutes, Constitution

VII. APPENDICES

A. Definitions
B. Members of the Policy Advisory and Technical Advisory Committees
C. OTP References
D. High Speed Rail Demand Analysis

Note: Chapters 1-6 completed by December 31.
Final Report with Chapters 7 and 8 completed by mid-February.

Summary of Scenarios
Willamette Valley Transportation Strategy

Scenario Elements	Base Case	Moderate Commitment	High Commitment
General Description			
Funding	Current level	Increased state and local resources and grants	Increased federal and state resources; self-supporting programs
Regulations & Programs	Current programs	Better information; more effective planning and programs	Financial incentive-based regulations
Institutions	Current institutions	Coordination and cooperation; valley coordinating council	Valley wide and metropolitan planning and decision-making
Transportation System			
Planning	Current level; no valley-wide planning	Valley wide coordination	Fully integrated valley wide implementation
Highway	Limited improvements; declining maintenance	North-south and east-west state and local improvements	Strategic capacity enhancements
Local Transit	Delays in new projects; declines in service levels	Enhanced urban and rural services; more new projects	fully developed, integrated systems
Intercity Transit	Two passenger trains daily	Upgraded speeds; increased level of service	High Speed Rail; interurban commuter rail
Freight	No major public investments	Public intermodal facility investments	New, ground access to intermodal facilities
Aviation	Portland expansion; no expansion elsewhere	Improved airport ground access; consolidation of general aviation	Commercial service in all major metro areas
Other-Modes	Incidental projects	Bicycle and pedestrian networks	Intermodal passenger hubs; "zero-emission" vehicles
IVHS	Ramp metering on I-5 valley wide, incident management in Portland	Valley wide incident management	In-vehicle systems
Land Use			
Urban Growth Boundaries	Extensive modifications, not coordinated	Coordinated, moderate expansion	Minimal expansion

(continued on back)

Development Along Transit	Portland area only	Major cities valley wide; more redevelopment	Extensive new and redeveloped corridors
Jobs & Housing	No coordination	Better integration; more housing variety	Concentrated nearest to transit
Rural Development	Continued on exception lands and unincorporated places	Better management and coordination	Limited
Design Standards	Mostly in metro Portland; minimal elsewhere	Metro areas valley wide; better implementation	Redevelopment of existing neighborhoods
Access Management	Inconsistent policies and enforcement	Enforcement of statewide standards	Retrofitting of existing, substandard facilities
Interchange Development	No new initiatives	Coordinated state and local planning standards	Coordinated state and local planning standards
Transportation Demand Management			
Local Programs	Rideshare and transit promotion in major cities	Expanded educational programs	Expanded educational programs
Employer Based Programs	Parking management in major cities	Metropolitan area employer-based trip reduction programs	Valley wide programs and services
State Programs	Parking and trip reduction in metro Portland	New HOV lanes and facilities	Valley wide parking and trip reduction programs
User Fees	Current Commitment	Expanded cost responsibility policies	Full cost responsibility; congestion pricing

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Local Transit	Delays in new projects; declines in service levels	Enhanced urban and rural services; more new projects	fully developed, integrated systems
Intercity Transit	Two passenger trains daily	Upgraded speeds; increased level of service	High Speed Rail; interurban commuter rail
Freight	No major public investments	Public intermodal facility investments	New, intermodal facilities with open access
Aviation	Portland expansion; no expansion elsewhere	Improved airport ground access; consolidation of general aviation	Commercial service in all major metro areas
Other-Modes	Incidental projects	Bicycle and pedestrian networks	Intermodal passenger hubs; "zero-emission" vehicles
IVHS	Ramp metering on I-5 valley wide, incident management in Portland	Valley wide incident management	In-vehicle systems
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Willamette Valley Transportation Strategy Scenarios

Final Draft: *September 2, 1994~~August 18, 1994~~*

Introduction

The three scenarios presented below are outcomes of different assumptions concerning the level of commitment of public officials and citizens in the Willamette Valley to the achievement of Oregon's statewide transportation and land use policies. The term "commitment" is defined in terms of the relative level of financial resources, the breadth and depth of program and regulatory activity and the diversity and adequacy of publicly created institutions available to address and implement public policies. The policies which are the principal focus of these scenarios include the Oregon Transportation Plan and its Preferred Plan Alternative, titled the "Livability Alternative," and the Land Conservation and Development Commission's Goal 12 Rule, also known as the Transportation Planning Rule. In addition there are several other transportation and land use projects, programs, policies and planning processes at the regional, state and federal levels underway in the valley, toward which public commitment must be directed. These, too, are the focus of attention in the scenarios which follow.

The Willamette Valley Transportation Strategy, of which these scenarios are a part, complements and supports all these programs. It provides a framework for local and state coordination and cooperation to achieve the vision of "livability" for the Willamette Valley articulated in the Oregon Transportation Plan. The three scenarios are descriptions of conditions in the year 2015. They are responsive to the Vision for the Willamette Valley for the year 2035, which is attached to this document, and to the statement of goals and objectives for the Strategy, particularly Goal Five. A copy of these goals and objectives is also attached. Each scenario builds on the prior one. Elements of the Preferred Alternative from the Oregon Transportation Plan are found in each scenario, especially the "Moderate Commitment Scenario;" but the Preferred Alternative is fully achieved only in the "High Commitment Scenario."

All three scenarios are developed with the assumption that the rate and location of population and employment growth in the Valley will be affected by the mix of transportation projects and programs undertaken during the next twenty years. However, the effects of these scenarios on growth, as well as their effect on many social, economic and environmental measures, remain to be described. Evaluation of the scenarios will be completed in the Fall of this year.

Base Case Scenario

The Base Case scenario extends the pace and character of current activity into the future for twenty years. It presumes implementation of the key State policies described above, but through a continuation of current levels of commitment, as more fully described below.

~~Funding: State and local funding for transportation projects would be constrained for highway and other roadway improvements, continuing at the current levels and focusing on maintaining current conditions. Only those state funded projects reflecting critical problems of statewide or regional significance, as identified in ODOT's STIP, would be addressed. Maintenance would decline. Other projects, such as new highway construction or reconstruction, arterials or transit system improvements, would be downscoped or delayed. These same resource constraints affect Transportation Demand Management (TDM) programs. The current transportation funding restrictions on use of the highway fund would remain in place.~~

~~Federal funding through the Intermodal Transportation Efficiency Act (ISTEA) would continue at the current level throughout the planning period. However, cities would lose their state shared revenues (liquor and cigarette taxes), reallocated to other priorities.~~

~~Financial resources needed to conduct land use planning in the valley would continue at the 1993-94 levels throughout the planning period. At the state level, DLCD would have level funding for local plan review, grant administration and rule making. Some grants, comparable to those experienced in '93-'94, would be available to local governments to carry out state mandated changes to plans and ordinances and to undertake transportation planning.~~

~~Regulations and Programs: The base case assumes continued support for Oregon's land use program without major changes in land use and transportation planning, and no new programs would be developed. Local governments would strive to implement the TPR with available funds.~~

~~The base case assumes minimal enforcement of the existing TDM programs and policies included in plans. The current programs would continue at their existing levels. The DEQ proposed program for mandatory trip reduction would be implemented but there would be no funds for incentives.~~

~~Institutions: The base case assumes few changes in the institutions or political framework in which land use and transportation planning occurs. The creation of a new MPO would occur in Albany/Corvallis. MPO's in Salem and Eugene would acquire more responsibility, as their regions grow to become TMA's (Transportation Management Areas) under ISTEA. However, most jurisdictions in the valley would continue to plan and work separately, or on a sub-regional basis.~~

~~This same assumption would hold for TDM, with no new government institution being created to implement or monitor new programs.~~

Transportation System

Transportation planning:. Planning efforts would continue as they are today, with coordination occurring in the metropolitan areas but not valley-wide to any significant degree.

Highways/Roadways. Improvements along I-5 in the Salem area would be completed. There would be roadway improvement projects to a limited number of arterial streets in all jurisdictions, such as widenings or maintenance projects. Funding for the current system would remain the same, with new funding only for maintenance and safety improvements.

Local Transit. *Some p*~~P~~lanned transit improvements in the Portland Metropolitan area would be completed~~, though delayed~~. No other significant transit service improvements would occur. Lane Transit District would construct a downtown transit center. *Additional*~~Stand alone~~ park-and-ride facilities in the Salem and Eugene areas would be evaluated, and preferred locations chosen, but the facilities would not be constructed.

Salem's transit system (Cherriotts) would be unable to restore service cuts and the Linn-Benton loop bus system would be eliminated. The already limited transit service in Albany would also be discontinued. No new local or intercity services would occur.

Intercity Transit. *Existing intercity bus services would continue.* There would be intercity rail service to *Salem, Albany and* Eugene, running two trains a day and feeder bus routes. There would be a modest increase in operating speeds and *an*~~a meaningful~~ increase in reliability over current service.

Freight. ~~Planned improvements to the Port of Portland, M~~*M*aintenance and incremental improvement of the region's highway system, *planned improvements to the Port of Portland,* and limited rail improvements all would benefit freight and goods movement, but most investment in facilities would occur through private sector activity. Examples include investment in freight rail equipment, tunnel clearances, track and yard circulation systems, intermodal rail hubs and trucking centers. There would be continued consolidations of trucking firms, *in an environment shaped by the de-regulation of intra-state trucking.* Ownership of the region's major trunk rail lines would remain unchanged*; this may lead to mergers.*

Aviation. Current airport expansion, and additional expansions consistent with current plans, would be completed in Portland. There would be some moderate level of federally funded improvement projects in Portland and Eugene. At the Salem airport commercial service would not be re-established. *There would be no major changes in levels of access to air freight.*

The Albany Airport would close and the site redeveloped into business and tourism related facilities. Plans for a new Linn County Airport would be developed but not implemented. Ground access to commercial airports would benefit from improvements in signage and signalization, but no additional improvements would occur.

Other modes. Some progress would be made in developing new pedestrian facilities or bike facilities. All new facilities, or major construction, would include these. Several communities would increase their allocation of state highway fund revenues toward these facilities within existing rights-of-way. Some passenger intermodal improvements would also be supported through existing state and federal programs.

IVHS. Ramp metering would expand to cover all major cities on I-5. Incident management and ATMS in the form of vehicle data stations, variable message signs and closed circuit television would occur in the Portland metropolitan area.

Land Use

Urban Growth Boundaries. Due to the dispersed nature of job growth in the valley, population will grow in the smaller communities within a 30 minute commute distance. Within MPO's, jurisdictions would be slow to implement increased housing densities and other measures. Modifications of boundaries would be necessary to provide adequate land for a 20 year period. These modifications would occur on a case by case, community by community basis, without analysis as to impacts valley-wide.

Development areas along transit routes. Some land along transit routes would be rezoned to higher residential density within the Portland, Eugene and Salem areas as part of Transportation Planning Rule provisions for considering alternative land use patterns to reduce reliance on the auto. Some market response would occur, most notably around light rail stations in the Portland area. Incidental commercial redevelopment would occur without assistance from the public sector.

Location of jobs and housing. Some communities outside MPO's would function as bedroom communities with high auto commuter trips to the larger cities, while others might be unaffected.

Rural residential development. Some more rural residential housing occurs but it would be balanced with more restrictions placed on "high value" farmland. Rural development on county "exceptions lands" and unincorporated *areas would ~~would~~*places ~~would not be addressed by LCDC and would~~ continue based upon plans in place, in some cases resembling suburban development.

Design standards. MPO's and local governments would minimally comply with the Transportation Planning Rule to allow transit-oriented development and facilitate bicycle and pedestrian trips. In some cases, such as along light rail transit lines and along major bus lines, strong regulations requiring transit-oriented development would be adopted.

Access management. Local governments would minimally comply with requirements of *ODOT's Highway Plan and the* Transportation Planning Rule. ODOT corridor planning would help address access management issues along state highways, though policies would be inconsistently applied.

Interchange development. Existing *local land use* plans for development at state freeway interchanges would be fully built out. Older interchanges would begin to undergo private redevelopment into more intensive, auto-generating land uses allowed in local zoning codes.

Transportation Demand Management (TDM)

Local programs. These would include Tri-Met's Regional Rideshare program which includes rideshare matching, employer outreach, administration of a parking incentives program, transit pass promotions and education. Similar programs would operate in Salem, Eugene, Corvallis and Albany. An employer transit pass program would be continued in Eugene. An employer trip reduction program would begin in Corvallis.

Parking Restrictions. The City of Portland would continue the parking management program that limits the ratio of parking spaces to floor area allowed in the Central City Plan area. Restrictions on surface parking lots and non-accessory parking would continue in Portland.

Other jurisdictions such as Eugene, would institute similar parking management programs, especially in the downtown's.

DEQ Programs. In the Portland region the State Department of Environmental Quality would institute a mandatory employer trip reduction program for firms with 50 or more employees in the 1995-2006 period, though enforcement would be hampered and support for implementation would be limited. A Regional Parking Ratio program would also be instituted by DEQ, as part of the ozone maintenance plan.

User Fees. The current commitment to cost responsibility *for commercial and passenger vehicles for road improvements* would continue~~, for commercial and passenger vehicles~~. *No new user fees would be instituted.*

Financial and Institutional ~~*Funding.*~~ *State and local funding for transportation projects would be constrained for highway and other roadway improvements, continuing at the current levels and focusing on maintaining current conditions. Only those state funded projects reflecting critical problems of statewide or regional significance, as identified in ODOT's STIP, would be addressed. Maintenance would decline. Other transportation projects~~, such as new highway construction or reconstruction, arterials or transit system improvements, *would be downscoped or delayed. These same resource constraints affect Transportation Demand Management (TDM) programs. The current transportation funding restrictions on use of the highway fund would remain in place.*

Federal funding through the Intermodal Transportation Efficiency Act (ISTEA) would continue at the current level throughout the planning period. However, cities would lose their state shared revenues (liquor and cigarette taxes), reallocated to other priorities.
~~*Financial resources needed to conduct land use planning in the valley would continue at the 1993-94 levels throughout the planning period. At the state level, DLCD would have level funding for local plan review, grant administration and rule making. Some grants, comparable to those experienced in '93-'94, would be available to local governments to carry out state mandated changes to plans and ordinances and to undertake transportation planning.*~~
~~*Regulations and Programs:*~~ *The base case assumes continued support for Oregon's land use program without major changes in land use and transportation planning, and no new programs would be developed. Local governments would partially*~~*strive to*~~ *implement the TPR, with available funds. Some grants, comparable to those experienced in '93-'94, would be available to local governments to carry out state mandated changes to plans and ordinances and to undertake transportation planning.*

~~*Institutions:*~~ *The base case assumes few changes in the institutions or political framework in which land use and transportation planning occurs. The creation of a new MPO would occur in Albany/Corvallis. MPO's in Salem and Eugene would acquire more responsibility, as their regions grow to become TMA's (Transportation Management Areas) under ISTEA. However, most jurisdictions in the valley would continue to plan and work separately, or on a sub-regional basis.*

Moderate Commitment Scenario

The Moderate Commitment Scenario represents a clear step forward from current levels of commitment to existing policies, programs and laws. It describes a meaningful set of projects and programs designed to achieve the Preferred ("Livability") Alternative and the Transportation Planning Rule. It presumes significant, cooperative efforts among local jurisdictions and state agencies to achieve the Vision of the Oregon Transportation Plan.

The moderate scenario includes all of the transportation improvements of the base case. The moderate scenario also assumes the following, higher levels of commitment.:

~~Funding: Over the planning period, there would be a gradual improvement in the funds available to conduct land use and transportation planning at the local government and MPO level. DLCD also would have more funding to provide sustainable support for planning by local governments and to conduct state initiated studies and analyses of major issues, providing a strong technical and policy basis for state guidelines and rules. The State would adopt new enabling legislation for state and local government, to develop new funding sources to carry out public private partnerships. There would be increased flexibility to spend State transportation funds for other modes, for example through a State Constitutional Amendment. All local transit systems would have equal revenue raising powers.~~

~~Increased funding would be allocated to fund local and regional TDM programs. Some of these funds would come from parking fees that would be used to fund transit passes and TDM program coordinators. Other user fees would be dedicated to funding facility improvements. The Legislature would support educational and informational programs through the public school system.~~

~~Regulations and Programs: An increase in funding sources would enable DLCD, ODOT and other state agencies to develop better information on which to base state mandated standards, rules and other direction. There would also be long term planning grants from the State to local jurisdictions, similar to the grants of the 1970's, enabling them to implement the TPR, and strengthening the land use program.~~

~~Legislation would be enacted requiring TDM programs for employers in all metropolitan areas. Local government would respond by meeting these requirements and enforcing them.~~

~~Institutions: The focus in the valley would be on coordination and cooperation. Planning for the valley as a whole would be institutionalized. There would be agreements between local transit systems for expanded intercity services, provided by public and/or private sectors in key corridors. Metro, in the Portland area, would continue to work with local governments in the region and to develop regulations and standards to address transportation demand. All valley MPO's, working with DEQ and others, would enforce the TDM program for employers~~

~~A valley coordinating council would be formed to study valley wide land use transportation and planning issues, make recommendations to the legislature and local governments and provide public education on valley transportation and land use issues. The coordinating council also would support TDM education and information programs.~~

Transportation System

Transportation planning.~~:~~ Transportation planning for the valley would become a coordinated effort through a valley coordinating council, *formed to study valley-wide land use transportation and planning issues, make recommendations to the legislature and local governments and provide public education on valley transportation and land use issues. The coordinating council also would support TDM education and information programs.* ~~-~~ Planning becomes more efficient through this coordinated effort, leading to a more effective means of system and project planning.

Highway/Roadway. Additional funding would enable ODOT to increase capacity *in some form* on I-5 and/or other parallel highway facilities such as 99E and 99W. All capacity enhancements would be made in a manner consistent with ISTEA investment criteria and requirements. Enhanced east-west highway *connectivity to I-5*~~capacity~~ would be *implemented*~~constructed~~. There would be increased State support for local facilities *complementary or adjacent*~~parallel~~ to State facilities, in *conjunction with*~~exchange for~~ local jurisdictions' implementation of land use and access management *plan*~~restrictions~~s.

Local Transit. Local transit service and facilities would increase to levels recommended in the OTP *(see attached)*, based on the increased flexibility to spend State transportation funds for other modes as well as increased overall revenues. There would be public/private partnerships for intermodal passenger facilities. Any gaps in the OTP recommended level of rural transit services would be filled.

Intercity Transit. For intercity service, increased funding would allow an upgrade of the Willamette Valley mainline to higher minimum, average and maximum (79 mph) speeds, and elimination of speed restrictions in selected locations. There would be increased service frequencies and additional feeder bus service. Levels of intercity bus services recommended for the valley in the OTP *(see attached)* would be achieved. *There would be agreements between local transit systems for expanded intercity services, provided by public and/or private sectors in key corridors.*

Freight. Public investment would deepen the Columbia River channel for use by larger vessels, as part of the OTP's statewide program for ports and marine facilities. There would be new public private partnerships to improve and expand existing domestic intermodal facilities for containers and trailers on rail flat cars. Land use plans would be developed to support appropriate adjacent uses. Trunk rail lines would benefit from renewed investment by the private sector and by public private partnerships. *These would be improved access to intermodal facilities and enhanced freight mobility as a result of TSM programs.*

Aviation: There would be a consolidation of general aviation facilities, resulting in more efficient use of public dollars. There would be investments in improved access to commercial airports, for passengers and freight, by highway, transit and rail. These would occur through public-private partnerships. Local governments would increase their protection of vacant lands in airport *environs*~~flight paths~~.

Other modes. Flexibility in funding would allow for increased right-of-way acquisitions for pedestrian facilities and for bicycle facilities, including paths, lanes and parking facilities. This would allow for a stronger, connected network of facilities that results in more use. "Bike Central" facilities would be constructed in metropolitan areas, with facilities for parking and storing bikes, and for showers and locker rooms for riders.

IVHS. Additional funding would be available for IVHS technology which would be implemented along I-5. Incident management, in the form of Incident Response Vehicles and Incident response Teams, and an Advanced Traffic Management System (ATMS) would be implemented through the Salem urban corridor and, to a more limited extent, through the Eugene urban corridor. Data stations and volume and vehicle classification would be installed in rural sections of the Portland to Eugene corridor.

Land Use

Urban Growth Boundaries: Increased housing densities, redevelopment of existing older areas and attempts to balance housing and jobs in the smaller communities would lead to a reduction in the need to expand urban growth boundaries. The oversight provided by the valley planning coordination council would help guide UGB expansion.

Development of areas along transit routes. Some land would be rezoned to higher density within the Portland, Eugene and Salem areas as part of Transportation Planning Rule provisions for considering alternative land use patterns to reduce reliance on the auto. In addition, high density housing would be provided as part of mixed use centers in and around light rail and other major transit station areas, aided by public/private partnerships and incentives funded by the legislature. Some redevelopment along transit routes would occur, especially in the Portland area along light rail transit routes, and at major rail and bus stations in other MPO areas, due to public-private partnerships.

Location of jobs and housing. Some progress would be made in developing housing in proximity to employment centers and vice versa, partly through redevelopment and partly through subsidy programs for lower cost housing. In addition, the private sector would build housing types which make "in-town" living in proximity to transit and other convenience services more attractive.

Rural residential development. LCDC would address "exceptions" land and rural unincorporated places with a new rule. The new rule would better manage rural residential development, requiring approvals to be based upon a higher standard of urban services, including transportation services.

Design standards. Local governments would be relatively successful in working with the private sector to develop design standards which foster pedestrian-friendly environments along transit routes. These standards would be applied to all new development and redevelopment within MPO's and, to some extent, in the smaller outlying communities. Some funds would be available to retrofit older neighborhoods with improved pedestrian access; all new areas would be required to provide better pedestrian amenities in a master "specific" plan.

Access management. Local governments and ODOT would work together to develop and enforce access management standards for state highways, including corridor plans and arterial streets, improving carrying capacity and safety.

Interchange development. Increased attention would be given to interchange development. A new LCDC rule would be adopted requiring local governments to review plans and zoning

for interchanges and put more restrictions on the type and amount of uses which would be allowed. ODOT would refine its policy on new interchanges to address these land use issues.

Transportation Demand Management

Education Programs. New programs would be instituted to provide information about telecommuting, the attractiveness of transit and ride-sharing. These programs would focus on both employers, employees and youths.

TDM Programs for Employers. This type of program would be required of more employers in all metropolitan areas and would include a menu of choices for required trip reduction, such as incentives to use pedestrian/bike access to work with coupons for taxis/bus tickets for emergency use; a dial-a-ride van service; parking fees for single-occupancy vehicles driven to work; and transit passes for those who used transit to work. The DEQ trip reduction and parking management programs would be fully implemented in the Portland metropolitan area. There would be TDM Program Coordinators, on-site at the large employers, and through the MPO's for the smaller employers. *The Legislature would support educational and informational programs through the public school system.*

User Fees. The current cost responsibility framework would be expanded. User prices that reflect better the costs of transportation choices for commercial vehicles and commuters would be implemented. These would include the following: user fees ~~for trucks~~ that more accurately reflect their impact costs, such as toll, fuel and weight-mile taxes; employee parking fees in urban areas; rental car surcharges and an auto emissions charge based on VMT and relative vehicle emissions, such as a "cubic-inch charge" based on engine size.

Facility Improvements. These would include some roadway improvements to increase the capacity of the existing facilities without new construction, such as HOV lanes, bike lanes, and queue jumping lanes for HOV's, as well as new HOV facilities in metro areas.

Financial and Institutional ~~*Funding:*~~ *Over the planning period, there would be a gradual improvement in the funds available to conduct land use and transportation planning at the local government and MPO level. DLCD also would have more funding to provide sustainable support for planning by local governments and to conduct state-initiated studies and analyses of major issues, providing a strong technical and policy basis for state guidelines and rules. The State would adopt new enabling legislation for state and local government, to develop new funding sources to carry out public-private partnerships (e.g., toll facilities, intermodal facilities). There would be increased flexibility to spend new State transportation funds for other modes, for example through a State Constitutional Amendment. All local transit systems would have equal revenue raising powers.*

Increased funding would be allocated to fund local and regional TDM programs. Some of these funds would come from parking fees that would be used to fund transit passes and TDM program coordinators. Other user fees would be dedicated to funding facility improvements.

~~*he*~~*The increase in funding sources would enable DLCD, ODOT and other state agencies to develop better information on which to base state-mandated standards, rules and other*

direction. There would also be long-term planning grants from the State to local jurisdictions, similar to the grants of the 1970's, enabling them to implement the TPR, and strengthening the land use program.

The focus in the valley would be on coordination and cooperation. Planning for the valley as a whole would be institutionalized.

High Commitment Scenario

The High Commitment Scenario represents the fullest commitment to "livability" for the Willamette Valley, to cooperative planning in pursuit of this vision, and to the State goals and policies in place to achieve these goals.

The high level scenario includes all of the elements of the base case and the moderate scenario. The high level scenario further assumes the following levels of commitment:

~~Funding: Local governments would have adequate funding to conduct transportation and land use planning and projects to meet growth requirements, as well as funding for aggressive implementation of many programs, including public education and marketing, needed to achieve local, state and federal goals. This funding level would result from improved voter confidence as well as increased funding from all levels of government.~~

~~Many of the TDM programs would be self supporting. The fees collected would be used to fund alternative modes. Funds from other highway user fees would be dedicated to maintaining roadway facilities. Additional State funds would be used, in part, to support transit improvements.~~

~~Regulations and Programs: With an improved funding picture, the State would be able to rely more on new incentive programs for local governments and the private sector than on developing new regulations. Thus, the State would provide funding for transportation improvements when local communities demonstrate their ability to develop effective tools to decrease reliance on the automobile.~~

~~Strong public and State support of the Oregon land use program would continue.~~

~~There would be strong TDM programs in place, in both public and private sectors. There would be strong support for these programs since there would be multi modal alternatives to the automobile, including transit, bicycling and walking.~~

~~Institutions: The valley coordinating council would work on behalf of the entire region to maintain quality of life. It would have power to make decisions and implement projects which meet valley wide goals. New institutional responses would emerge to interstate and international issues, such as Portland Vancouver, WA growth issues and the Eugene Vancouver, B.C., High Speed Rail service.~~

~~Local governments within MPO's would make major agreements to cooperate in transportation and land use matters. Some of this would be facilitated by funding programs~~

~~which, for example, provide for tax base sharing, reducing competition for tax base and fostering teamwork in meeting regional goals.~~

~~A Valley Transit District would coordinate transit services regionwide. Local governments would implement and enforce the TDM programs, as well as collect and use the fees.~~

Transportation System

Transportation planning: A high degree of coordinated transportation and land use planning would take place in the valley through the valley coordinating council. The Council's efforts and implementation powers would ensure that project development occurs in *the* most efficient fashion.

Highway/Roadway. There would be better use of existing facilities through the extensive IVHS technology described below. Strategic capacity enhancements and new highway links would be developed where they are cost-effective and where their impacts are consistent with valley goals, in the context of multi-modal corridor plans. Parallel, local facilities throughout the valley would be improved as needed to meet local travel needs off the State system.

Local Transit. *Both metropolitan areas and other cities would have frequent, high quality transit systems,*~~Systems would be~~ well funded and fully integrated, including passenger intermodal connections to air~~,~~ and intercity rail. ~~High capacity transit would be extensively implemented in all metropolitan areas.~~

Intercity Transit. There would be funding to build high-speed rail with upgrading to 125 mph standards. There would be added frequencies in the Valley. There would be a separate, dedicated right-of-way for passenger high speed rail facilities or sufficient dual tracking to preclude train delays. There would be extensive feeder bus service to support the rail service. Inter-urban passenger rail would be developed between Portland, Newberg, McMinnville, and Salem.

IVHS. IVHS technology implemented under the moderate alternative would be expanded to include incident management and freeway surveillance in the rural sections of I-5 between Portland and Eugene. An Advanced Traveler Information System would be implemented providing users with real time traffic and roadway condition information as well as diversion route suggestions, as appropriate. Travelers Aid would be implemented in the form of environmental warning systems for ice, fog, smoke, excess rainfall, etc. In-vehicle information systems would include speed control, pricing meters and safety data.

Freight. *Through public/private partnership a*~~A~~ major new regional intermodal facility for containers and trailers on rail flat cars would be developed on a new site with appropriate land use designations, outside existing urban areas. *Freight and goods movement would benefit from adequate investments in ground access.* There would be public/private agreements for open access to *intermodal*~~these~~ facilities, rather than a continuation of current practice limiting access to the private owner-operators. New *incentives*~~regulatory activity~~ would *increase efficiency, altering*~~alter~~ local and domestic truck shipment patterns, leading to increased deliveries at off-peak and night times. Development of high speed passenger rail would occur in a manner which eliminates conflicts between these two types of rail services.

Other modes. The further development of new technology and State mandates would result in more use of "zero-emission" vehicles. Intermodal passenger hubs would exist in all major cities. Information on all modes and modal connections would be widely and easily available.

Bicycle facilities and pedestrian facilities would be implemented in a fully coordinated system. Auto garages or parking spaces would in some locations be converted to bike parking facilities.

Aviation. Commercial aviation facilities would operate in all MPO areas in the valley. Land uses adjacent to airports would be appropriately managed to support aviation and minimize conflicts with other activities. General aviation facilities would operate under the same principles of cost responsibility as all other modes.

Land Use

Urban Growth Boundaries: Urban growth boundaries changes in the MPO's and outlying communities would be minimal, due to the success of increasing housing densities, stimulating redevelopment of existing older areas and other measures. Funding would be provided to publicly purchase land *or development rights adjacent to or between*~~around~~ UGBs ~~for permanent green belts~~.

Development of areas along transit routes. A significant amount of land would be rezoned to higher density within the Portland, Eugene and Salem areas, and to a lesser, but important degree, in the smaller outlying communities. In addition, high density housing would be a major component of mixed use centers in and around light rail and other major transit station areas, because of the financing available to develop prototype housing, provide development incentives and conduct extensive marketing of this lifestyle. Through new tools, including restored tax increment financing, major redevelopment along transit routes would occur along high capacity transit routes and at major rail and bus stations. In addition some redevelopment would occur in smaller, outlying communities.

Location of jobs and housing. The valley coordinating council would develop region-wide consensus *and ensure that*~~on locating~~ jobs and housing growth *would occur* in cities and sites where well developed local and intercity transit services support the least growth in VMT. New employment centers would be developed at intermodal transportation hubs, where freight and passenger travel mode choices are greatest. New sites would be identified for regional employment centers served by high capacity transit.

Rural residential development. LCDC would address "exceptions" lands with strong rules and guidelines. Public purchase of prime areas for permanent green belts around UGBs would thwart some rural residential development from occurring immediately outside UGBs.

Design standards. Local governments would be very successful in developing and implementing design standards which foster pedestrian-friendly environments along transit routes. Adequate funding would be available to retrofit *existing*~~older~~ neighborhoods with improved pedestrian access and assist the private sector in redeveloping neighborhood centers.

Access management. Adequate funding would be available to develop such alternatives as frontage roads or redeveloping local street systems to handle local traffic. Existing facilities of regional and state significance would be retrofitted with better access controls.

Transportation Demand Management (TDM)

User Fees. The cost responsibility framework would expand to include the full social environmental and economic costs associated with the use of transportation facilities of all kinds. For example, in addition to the fees instituted in the Moderate Scenario, a passenger vehicle charge ~~of approximately 15 cents per mile, as outlined in the OTP,~~ would be implemented with a variable rate based on time of use . This would result from a regionwide study of congestion-based charges. Other transportation "utility fees" would recover costs of service, based on site-specific trip generation rates. *Consistent with these principles, funds could be used to cross-subsidize modes and projects to achieve valley and state goals.*

Parking Management. A parking management strategy for the valley as a whole that used the techniques of the DEQ Portland program would be instituted. This would include a parking ratio and a trip reduction program for all employers.

TDM Programs for Employers. The type of program described in the Moderate Scenario would expand to serve all employers regardless of size, through information sharing, technical assistance and other services.

Financial and Institutional ~~*Funding.*~~ *Local governments would have adequate funding to conduct transportation and land use planning and projects to meet growth requirements, as well as funding for aggressive implementation of many programs, including public education and marketing, needed to achieve local, state and federal goals. This funding level would result from improved voter confidence as well as equitable* ~~*increased*~~ *funding from users and all levels of government.*

~~*Many of the TDM programs would be self supporting. The fees collected would be used to fund alternative modes. Funds from other highway user fees would be dedicated to maintaining roadway facilities. Additional State funds would be used, in part, to support transit improvements.*~~

~~*Regulations and Programs:*~~ *With an improved funding picture, the State would be able to rely more on new incentive programs for local governments and the private sector than on developing new regulations. Thus, the State would provide funding for transportation improvements when local communities demonstrate their ability to develop effective tools to decrease reliance on the automobile.*

~~*Strong public and State support of the Oregon land use program would continue.*~~

~~*There would be strong TDM programs in place, in both public and private sectors. There would be strong support for these programs since there would be multi-modal alternatives to the automobile, including transit, bicycling and walking.*~~

~~*Institutions:*~~ *The valley coordinating council would work on behalf of the entire region to achieve transit and land use goals.* ~~*maintain quality of life.*~~ *It would have power to make*

decisions and implement projects which meet valley-wide goals. New institutional responses would emerge to interstate and international issues, such as Portland-Vancouver, WA growth issues and the Eugene-Vancouver, B.C., High Speed Rail service.

Local governments within MPO's would make major agreements to cooperate in transportation and land use matters. Some of this would be facilitated by funding programs which, for example, provide for tax base sharing, reducing competition for tax base and fostering teamwork in meeting regional goals.

A Valley Transit District would operate~~coordinate~~ transit services regionwide. Local governments would implement and enforce the TDM programs, as well as collect and use the fees.

Glossary of Terms

ATMS	Advanced Traffic Management System
DEQ	Department of Environmental Quality
DLCD	Department of Land Conservation and Development
HB	House Bill (Legislature)
HCT	*High Capacity Transit*
HOV	High-Occupancy Vehicle
ISTEA	Intermodal Surface Transportation Efficiency Act
IVHS	Intelligent Vehicle Highway System
LCDC	Land Conservation and Development Commission
MPO	Metropolitan Planning Organization
ODOT	Oregon Department of Transportation
OTP	Oregon Transportation Plan
SOV	Single-Occupancy Vehicle
STIP	Statewide Transportation Improvement Program
TDM	Transportation Demand Management
TMA	Transportation Management Area
TPR	Transportation Planning Rule
TSM	*Transportation Systems Management*
UGB	Urban Growth Boundary
VMT	Vehicle Miles Travelled

Willamette Valley Transportation Strategy Scenarios

Final Draft: September 2, 1994

Introduction

The three scenarios presented below are outcomes of different assumptions concerning the level of commitment of public officials and citizens in the Willamette Valley to the achievement of Oregon's statewide transportation and land use policies. The term "commitment" is defined in terms of the relative level of financial resources, the breadth and depth of program and regulatory activity and the diversity and adequacy of publicly created institutions available to address and implement public policies. The policies which are the principal focus of these scenarios include the Oregon Transportation Plan and its Preferred Plan Alternative, titled the "Livability Alternative," and the Land Conservation and Development Commission's Goal 12 Rule, also known as the Transportation Planning Rule. In addition there are several other transportation and land use projects, programs, policies and planning processes at the regional, state and federal levels underway in the valley, toward which public commitment must be directed. These, too, are the focus of attention in the scenarios which follow.

The Willamette Valley Transportation Strategy, of which these scenarios are a part, complements and supports all these programs. It provides a framework for local and state coordination and cooperation to achieve the vision of "livability" for the Willamette Valley articulated in the Oregon Transportation Plan. The three scenarios are descriptions of conditions in the year 2015. They are responsive to the Vision for the Willamette Valley for the year 2035, which is attached to this document, and to the statement of goals and objectives for the Strategy, particularly Goal Five. A copy of these goals and objectives is also attached. Each scenario builds on the prior one. Elements of the Preferred Alternative from the Oregon Transportation Plan are found in each scenario, especially the "Moderate Commitment Scenario;" but the Preferred Alternative is fully achieved only in the "High Commitment Scenario."

All three scenarios are developed with the assumption that the rate and location of population and employment growth in the Valley will be affected by the mix of transportation projects and programs undertaken during the next twenty years. However, the effects of these scenarios on growth, as well as their effect on many social, economic and environmental measures, remain to be described. Evaluation of the scenarios will be completed in the Fall of this year.

Base Case Scenario

The Base Case scenario extends the pace and character of current activity into the future for twenty years. It presumes implementation of the key State policies described above, but through a continuation of current levels of commitment, as more fully described below.

Transportation System

Transportation planning. Planning efforts would continue as they are today, with coordination occurring in the metropolitan areas but not valley-wide to any significant degree.

Highways/Roadways. Improvements along I-5 in the Salem area would be completed. There would be roadway improvement projects to a limited number of arterial streets in all jurisdictions, such as widenings or maintenance projects. Funding for the current system would remain the same, with new funding only for maintenance and safety improvements.

Local Transit. Some planned transit improvements in the Portland Metropolitan area would be completed. No other significant transit service improvements would occur. Lane Transit District would construct a downtown transit center. Additional park-and-ride facilities in the Salem and Eugene areas would be evaluated, and preferred locations chosen, but the facilities would not be constructed.

Salem's transit system (Cherriotts) would be unable to restore service cuts and the Linn-Benton loop bus system would be eliminated. The already limited transit service in Albany would also be discontinued. No new local or intercity services would occur.

Intercity Transit. Existing intercity bus services would continue. There would be intercity rail service to Salem, Albany and Eugene, running two trains a day and feeder bus routes. There would be a modest increase in operating speeds and an increase in reliability over current service.

Freight. Maintenance and incremental improvement of the region's highway system, planned improvements to the Port of Portland, and limited rail improvements all would benefit freight and goods movement, but most investment in facilities would occur through private sector activity. Examples include investment in freight rail equipment, tunnel clearances, track and yard circulation systems, intermodal rail hubs and trucking centers. There would be continued consolidations of trucking firms, in an environment shaped by the de-regulation of intra-state trucking. Ownership of the region's major trunk rail lines would remain unchanged; this may lead to mergers.

Aviation. Current airport expansion, and additional expansions consistent with current plans, would be completed in Portland. There would be some moderate level of federally funded improvement projects in Portland and Eugene. At the Salem airport commercial service would not be re-established. There would be no major changes in levels of access to air freight.

The Albany Airport would close and the site redeveloped into business and tourism related facilities. Plans for a new Linn County Airport would be developed but not implemented. Ground access to commercial airports would benefit from improvements in signage and signalization, but no additional improvements would occur.

Other modes. Some progress would be made in developing new pedestrian facilities or bike facilities. All new facilities, or major construction, would include these. Several communities would increase their allocation of state highway fund revenues toward these facilities within existing rights-of-way. Some passenger intermodal improvements would also be supported through existing state and federal programs.

IVHS. Ramp metering would expand to cover all major cities on I-5. Incident management and ATMS in the form of vehicle data stations, variable message signs and closed circuit television would occur in the Portland metropolitan area.

Land Use

Urban Growth Boundaries. Due to the dispersed nature of job growth in the valley, population will grow in the smaller communities within a 30 minute commute distance. Within MPO's, jurisdictions would be slow to implement increased housing densities and other measures. Modifications of boundaries would be necessary to provide adequate land for a 20 year period. These modifications would occur on a case by case, community by community basis, without analysis as to impacts valley-wide.

Development areas along transit routes. Some land along transit routes would be rezoned to higher residential density within the Portland, Eugene and Salem areas as part of Transportation Planning Rule provisions for considering alternative land use patterns to reduce reliance on the auto. Some market response would occur, most notably around light rail stations in the Portland area. Incidental commercial redevelopment would occur without assistance from the public sector.

Location of jobs and housing. Some communities outside MPO's would function as bedroom communities with high auto commuter trips to the larger cities, while others might be unaffected.

Rural residential development. Some more rural residential housing occurs but it would be balanced with more restrictions placed on "high value" farmland. Rural development on county "exceptions lands" and unincorporated areas would continue based upon plans in place, in some cases resembling suburban development.

Design standards. MPO's and local governments would minimally comply with the Transportation Planning Rule to allow transit-oriented development and facilitate bicycle and pedestrian trips. In some cases, such as along light rail transit lines and along major bus lines, strong regulations requiring transit-oriented development would be adopted.

Access management. Local governments would minimally comply with requirements of ODOT's Highway Plan and the Transportation Planning Rule. ODOT corridor planning would help address access management issues along state highways, though policies would be inconsistently applied.

Interchange development. Existing local land use plans for development at state freeway interchanges would be fully built out. Older interchanges would begin to undergo private redevelopment into more intensive, auto-generating land uses allowed in local zoning codes.

Transportation Demand Management (TDM)

Local programs. These would include Tri-Met's Regional Rideshare program which includes rideshare matching, employer outreach, administration of a parking incentives program,

transit pass promotions and education. Similar programs would operate in Salem, Eugene, Corvallis and Albany. An employer transit pass program would be continued in Eugene. An employer trip reduction program would begin in Corvallis.

Parking Restrictions. The City of Portland would continue the parking management program that limits the ratio of parking spaces to floor area allowed in the Central City Plan area. Restrictions on surface parking lots and non-accessory parking would continue in Portland. Other jurisdictions such as Eugene, would institute similar parking management programs, especially in the downtown's.

DEQ Programs. In the Portland region the State Department of Environmental Quality would institute a mandatory employer trip reduction program for firms with 50 or more employees in the 1995-2006 period, though enforcement would be hampered and support for implementation would be limited. A Regional Parking Ratio program would also be instituted by DEQ, as part of the ozone maintenance plan.

User Fees. The current commitment to cost responsibility for commercial and passenger vehicles for road improvements would continue. No new user fees would be instituted.

Financial and Institutional. State and local funding for transportation projects would be constrained for highway and other roadway improvements, continuing at the current levels and focusing on maintaining current conditions. Only those state funded projects reflecting critical problems of statewide or regional significance, as identified in ODOT's STIP, would be addressed. Maintenance would decline. Other transportation projects would be downscoped or delayed. These same resource constraints affect Transportation Demand Management (TDM) programs. The current transportation funding restrictions on use of the highway fund would remain in place.

Federal funding through the Intermodal Transportation Efficiency Act (ISTEA) would continue at the current level throughout the planning period. However, cities would lose their state shared revenues (liquor and cigarette taxes), reallocated to other priorities.

The base case assumes continued support for Oregon's land use program without major changes in land use and transportation planning, and no new programs would be developed. Local governments would partially implement the TPR, with available funds. Some grants, comparable to those experienced in '93-'94, would be available to local governments to carry out state mandated changes to plans and ordinances and to undertake transportation planning.

The base case assumes few changes in the institutions or political framework in which land use and transportation planning occurs. The creation of a new MPO would occur in Albany/Corvallis. MPO's in Salem and Eugene would acquire more responsibility, as their regions grow to become TMA's (Transportation Management Areas) under ISTEA. However, most jurisdictions in the valley would continue to plan and work separately, or on a sub-regional basis.

Moderate Commitment Scenario

The Moderate Commitment Scenario represents a clear step forward from current levels of commitment to existing policies, programs and laws. It describes a meaningful set of projects and programs designed to achieve the Preferred ("Livability") Alternative and the Transportation Planning Rule. It presumes significant, cooperative efforts among local jurisdictions and state agencies to achieve the Vision of the Oregon Transportation Plan.

The moderate scenario includes all of the transportation improvements of the base case. The moderate scenario also assumes the following, higher levels of commitment.

Transportation System

Transportation planning. Transportation planning for the valley would become a coordinated effort through a valley coordinating council, formed to study valley-wide land use transportation and planning issues, make recommendations to the legislature and local governments and provide public education on valley transportation and land use issues. The coordinating council also would support TDM education and information programs. Planning becomes more efficient through this coordinated effort, leading to a more effective means of system and project planning.

Highway/Roadway. Additional funding would enable ODOT to increase capacity in some form on I-5 and/or other parallel highway facilities such as 99E and 99W. All capacity enhancements would be made in a manner consistent with ISTEA investment criteria and requirements. Enhanced east-west highway connectivity to I-5 would be implemented. There would be increased State support for local facilities complementary or adjacent to State facilities, in conjunction with local jurisdictions' implementation of land use and access management plans.

Local Transit. Local transit service and facilities would increase to levels recommended in the OTP (see attached), based on the increased flexibility to spend State transportation funds for other modes as well as increased overall revenues. There would be public/private partnerships for intermodal passenger facilities. Any gaps in the OTP recommended level of rural transit services would be filled.

Intercity Transit. For intercity service, increased funding would allow an upgrade of the Willamette Valley mainline to higher minimum, average and maximum (79 mph) speeds, and elimination of speed restrictions in selected locations. There would be increased service frequencies and additional feeder bus service. Levels of intercity bus services recommended for the valley in the OTP (see attached) would be achieved. There would be agreements between local transit systems for expanded intercity services, provided by public and/or private sectors in key corridors.

Freight. Public investment would deepen the Columbia River channel for use by larger vessels, as part of the OTP's statewide program for ports and marine facilities. There would be new public private partnerships to improve and expand existing domestic intermodal facilities for containers and trailers on rail flat cars. Land use plans would be developed to support appropriate adjacent uses. Trunk rail lines would benefit from renewed investment by

the private sector and by public private partnerships. These would be improved access to intermodal facilities and enhanced freight mobility as a result of TSM programs.

Aviation: There would be a consolidation of general aviation facilities, resulting in more efficient use of public dollars. There would be investments in improved access to commercial airports, for passengers and freight, by highway, transit and rail. These would occur through public-private partnerships. Local governments would increase their protection of vacant lands in airport environs.

Other modes. Flexibility in funding would allow for increased right-of-way acquisitions for pedestrian facilities and for bicycle facilities, including paths, lanes and parking facilities. This would allow for a stronger, connected network of facilities that results in more use. "Bike Central" facilities would be constructed in metropolitan areas, with facilities for parking and storing bikes, and for showers and locker rooms for riders.

IVHS. Additional funding would be available for IVHS technology which would be implemented along I-5. Incident management, in the form of Incident Response Vehicles and Incident response Teams, and an Advanced Traffic Management System (ATMS) would be implemented through the Salem urban corridor and, to a more limited extent, through the Eugene urban corridor. Data stations and volume and vehicle classification would be installed in rural sections of the Portland to Eugene corridor.

Land Use

Urban Growth Boundaries: Increased housing densities, redevelopment of existing older areas and attempts to balance housing and jobs in the smaller communities would lead to a reduction in the need to expand urban growth boundaries. The oversight provided by the valley planning coordination council would help guide UGB expansion.

Development of areas along transit routes. Some land would be rezoned to higher density within the Portland, Eugene and Salem areas as part of Transportation Planning Rule provisions for considering alternative land use patterns to reduce reliance on the auto. In addition, high density housing would be provided as part of mixed use centers in and around light rail and other major transit station areas, aided by public/private partnerships and incentives funded by the legislature. Some redevelopment along transit routes would occur, especially in the Portland area along light rail transit routes, and at major rail and bus stations in other MPO areas, due to public-private partnerships.

Location of jobs and housing. Some progress would be made in developing housing in proximity to employment centers and vice versa, partly through redevelopment and partly through subsidy programs for lower cost housing. In addition, the private sector would build housing types which make "in-town" living in proximity to transit and other convenience services more attractive.

Rural residential development. LCDC would address "exceptions" land and rural unincorporated places with a new rule. The new rule would better manage rural residential development, requiring approvals to be based upon a higher standard of urban services, including transportation services.

Design standards. Local governments would be relatively successful in working with the private sector to develop design standards which foster pedestrian-friendly environments along transit routes. These standards would be applied to all new development and redevelopment within MPO's and, to some extent, in the smaller outlying communities. Some funds would be available to retrofit older neighborhoods with improved pedestrian access; all new areas would be required to provide better pedestrian amenities in a master "specific" plan.

Access management. Local governments and ODOT would work together to develop and enforce access management standards for state highways, including corridor plans and arterial streets, improving carrying capacity and safety.

Interchange development. Increased attention would be given to interchange development. A new LCDC rule would be adopted requiring local governments to review plans and zoning for interchanges and put more restrictions on the type and amount of uses which would be allowed. ODOT would refine its policy on new interchanges to address these land use issues.

Transportation Demand Management

Education Programs. New programs would be instituted to provide information about telecommuting, the attractiveness of transit and ride-sharing. These programs would focus on both employers, employees and youths.

TDM Programs for Employers. This type of program would be required of more employers in all metropolitan areas and would include a menu of choices for required trip reduction, such as incentives to use pedestrian/bike access to work with coupons for taxis/bus tickets for emergency use; a dial-a-ride van service; parking fees for single-occupancy vehicles driven to work; and transit passes for those who used transit to work. The DEQ trip reduction and parking management programs would be fully implemented in the Portland metropolitan area. There would be TDM Program Coordinators, on-site at the large employers, and through the MPO's for the smaller employers. The Legislature would support educational and informational programs through the public school system.

User Fees. The current cost responsibility framework would be expanded. User prices that reflect better the costs of transportation choices for commercial vehicles and commuters would be implemented. These would include the following: user fees that more accurately reflect their impact costs, such as toll, fuel and weight-mile taxes; employee parking fees in urban areas; rental car surcharges and an auto emissions charge based on VMT and relative vehicle emissions, such as a "cubic-inch charge" based on engine size.

Facility Improvements. These would include some roadway improvements to increase the capacity of the existing facilities without new construction, such as HOV lanes, bike lanes, and queue jumping lanes for HOV's, as well as new HOV facilities in metro areas.

Financial and Institutional: Over the planning period, there would be a gradual improvement in the funds available to conduct land use and transportation planning at the local government and MPO level. DLCD also would have more funding to provide sustainable support for planning by local governments and to conduct state-initiated studies and analyses of major issues, providing a strong technical and policy basis for state guidelines and rules.

The State would adopt new enabling legislation for state and local government, to develop new funding sources to carry out public-private partnerships (e.g., toll facilities, intermodal facilities). There would be increased flexibility to spend new State transportation funds for other modes, for example through a State Constitutional Amendment. All local transit systems would have equal revenue raising powers.

Increased funding would be allocated to fund local and regional TDM programs. Some of these funds would come from parking fees that would be used to fund transit passes and TDM program coordinators. Other user fees would be dedicated to funding facility improvements.

The increase in funding sources would enable DLCD, ODOT and other state agencies to develop better information on which to base state-mandated standards, rules and other direction. There would also be long-term planning grants from the State to local jurisdictions, similar to the grants of the 1970's, enabling them to implement the TPR, and strengthening the land use program.

The focus in the valley would be on coordination and cooperation. Planning for the valley as a whole would be institutionalized.

High Commitment Scenario

The High Commitment Scenario represents the fullest commitment to "livability" for the Willamette Valley, to cooperative planning in pursuit of this vision, and to the State goals and policies in place to achieve these goals.

The high level scenario includes all of the elements of the base case and the moderate scenario. The high level scenario further assumes the following levels of commitment:

Transportation System

Transportation planning: A high degree of coordinated transportation and land use planning would take place in the valley through the valley coordinating council. The Council's efforts and implementation powers would ensure that project development occurs in the most efficient fashion.

Highway/Roadway. There would be better use of existing facilities through the extensive IVHS technology described below. Strategic capacity enhancements and new highway links would be developed where they are cost-effective and where their impacts are consistent with valley goals, in the context of multi-modal corridor plans. Parallel, local facilities throughout the valley would be improved as needed to meet local travel needs off the State system.

Local Transit. Both metropolitan areas and other cities would have frequent, high quality transit systems, well funded and fully integrated, including passenger intermodal connections to air and intercity rail.

Intercity Transit. There would be funding to build high-speed rail with upgrading to 125 mph standards. There would be added frequencies in the Valley. There would be a separate, dedicated right-of-way for passenger high speed rail facilities or sufficient dual tracking to preclude train delays. There would be extensive feeder bus service to support the rail service. Inter-urban passenger rail would be developed between Portland, Newberg, McMinnville, and Salem.

IVHS. IVHS technology implemented under the moderate alternative would be expanded to include incident management and freeway surveillance in the rural sections of I-5 between Portland and Eugene. An Advanced Traveler Information System would be implemented providing users with real time traffic and roadway condition information as well as diversion route suggestions, as appropriate. Travelers Aid would be implemented in the form of environmental warning systems for ice, fog, smoke, excess rainfall, etc. In-vehicle information systems would include speed control, pricing meters and safety data.

Freight. Through public/private partnership a major new regional intermodal facility for containers and trailers on rail flat cars would be developed on a new site with appropriate land use designations, outside existing urban areas. Freight and goods movement would benefit from adequate investments in ground access. There would be public/private agreements for open access to intermodal facilities, rather than a continuation of current practice limiting access to the private owner-operators. New incentives would increase efficiency, altering local and domestic truck shipment patterns, leading to increased deliveries at off-peak and night times. Development of high speed passenger rail would occur in a manner which eliminates conflicts between these two types of rail services.

Other modes. The further development of new technology and State mandates would result in more use of "zero-emission" vehicles. Intermodal passenger hubs would exist in all major cities. Information on all modes and modal connections would be widely and easily available.

Bicycle facilities and pedestrian facilities would be implemented in a fully coordinated system. Auto garages or parking spaces would in some locations be converted to bike parking facilities.

Aviation. Commercial aviation facilities would operate in all MPO areas in the valley. Land uses adjacent to airports would be appropriately managed to support aviation and minimize conflicts with other activities. General aviation facilities would operate under the same principles of cost responsibility as all other modes.

Land Use

Urban Growth Boundaries: Urban growth boundaries changes in the MPO's and outlying communities would be minimal, due to the success of increasing housing densities, stimulating redevelopment of existing older areas and other measures. Funding would be provided to publicly purchase land or development rights adjacent to or between UGBs.

Development of areas along transit routes. A significant amount of land would be rezoned to higher density within the Portland, Eugene and Salem areas, and to a lesser, but important degree, in the smaller outlying communities. In addition, high density housing would be a major component of mixed use centers in and around light rail and other major transit station

areas, because of the financing available to develop prototype housing, provide development incentives and conduct extensive marketing of this lifestyle. Through new tools, including restored tax increment financing, major redevelopment along transit routes would occur along high capacity transit routes and at major rail and bus stations. In addition some redevelopment would occur in smaller, outlying communities.

Location of jobs and housing. The valley coordinating council would develop region-wide consensus and ensure that jobs and housing growth would occur in cities and sites where well developed local and intercity transit services support the least growth in VMT. New employment centers would be developed at intermodal transportation hubs, where freight and passenger travel mode choices are greatest. New sites would be identified for regional employment centers served by high capacity transit.

Rural residential development. LCDC would address "exceptions" lands with strong rules and guidelines. Public purchase of prime areas for permanent green belts around UGBs would thwart some rural residential development from occurring immediately outside UGBs.

Design standards. Local governments would be very successful in developing and implementing design standards which foster pedestrian-friendly environments along transit routes. Adequate funding would be available to retrofit existing neighborhoods with improved pedestrian access and assist the private sector in redeveloping neighborhood centers.

Access management. Adequate funding would be available to develop such alternatives as frontage roads or redeveloping local street systems to handle local traffic. Existing facilities of regional and state significance would be retrofitted with better access controls.

Transportation Demand Management (TDM)

User Fees. The cost responsibility framework would expand to include the full social environmental and economic costs associated with the use of transportation facilities of all kinds. For example, in addition to the fees instituted in the Moderate Scenario, a passenger vehicle charge would be implemented with a variable rate based on time of use . This would result from a regionwide study of congestion-based charges. Other transportation "utility fees" would recover costs of service, based on site-specific trip generation rates. Consistent with these principles, funds could be used to cross-subsidize modes and projects to achieve valley and state goals.

Parking Management. A parking management strategy for the valley as a whole that used the techniques of the DEQ Portland program would be instituted. This would include a parking ratio and a trip reduction program for all employers.

TDM Programs for Employers. The type of program described in the Moderate Scenario would expand to serve all employers regardless of size, through information sharing, technical assistance and other services.

Financial and Institutional. Local governments would have adequate funding to conduct transportation and land use planning and projects to meet growth requirements, as well as funding for aggressive implementation of many programs, including public education

and marketing, needed to achieve local, state and federal goals. This funding level would result from improved voter confidence as well as equitable funding from users and all levels of government.

With an improved funding picture, the State would be able to rely more on new incentive programs for local governments and the private sector than on developing new regulations. Thus, the State would provide funding for transportation improvements when local communities demonstrate their ability to develop effective tools to decrease reliance on the automobile.

The valley coordinating council would work on behalf of the entire region to achieve transit and land use goals. It would have power to make decisions and implement projects which meet valley-wide goals. New institutional responses would emerge to interstate and international issues, such as Portland-Vancouver, WA growth issues and the Eugene-Vancouver, B.C., High Speed Rail service.

Local governments within MPO's would make major agreements to cooperate in transportation and land use matters. Some of this would be facilitated by funding programs which, for example, provide for tax base sharing, reducing competition for tax base and fostering teamwork in meeting regional goals.

A Valley Transit District would operate transit services regionwide. Local governments would implement and enforce the TDM programs, as well as collect and use the fees.

Glossary of Terms

ATMS	Advanced Traffic Management System
DEQ	Department of Environmental Quality
DLCD	Department of Land Conservation and Development
HB	House Bill (Legislature)
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MPO	Metropolitan Planning Organization
ODOT	Oregon Department of Transportation
OTP	Oregon Transportation Plan
SOV	Single-Occupancy Vehicle
STIP	Statewide Transportation Improvement Program
TDM	Transportation Demand Management
TMA	Transportation Management Area
TPR	Transportation Planning Rule
TSM	Transportation Systems Management
UGB	Urban Growth Boundary
VMT	Vehicle Miles Travelled

Partnerships for the Willamette Valley's Future

Regional Livability Meeting

October 21, 1994
Ramada Inn
Corvallis

Purpose: To engage community leaders from throughout the Willamette Valley in a dialogue about the Valley's future in terms of growth and livability, working toward a common vision and sustained regional collaboration.

Background Work:

- A review of the historical context of today's decisions
- Interviews with key leaders throughout the Valley
- A white paper framing the issue (circulated with invitation)
- Mapping of development patters throughout the Valley
- Issue Research (What's at Risk?)
  - Transportation
  - Land Use
  - Environmental Quality
  - Economic Development
  - Energy
  - Etc.
- Preparatory meetings with community leaders
  - South Valley (September 14, Eugene Hilton)
  - Mid-Valley (September 12, Salem Quality Inn)
  - North Valley/Metro area (TBA)
- VPACT Transportation Scenarios

Preliminary Agenda

- Introduction and Challenge — Governor Roberts
- The Valley in Perspective — Audio/Visual presentation
- What's at Risk — Results of PSU/U of O research w/State agencies
- Audience values — Discussion and Electronic Voting
- Work in Progress (Regional Collaboration successes and challenges) — Sue Densmore
  - Southern Oregon's Regional Periodic Review
  - Metro 2040 Study
  - Marion/Polk Progress Board
  - Eugene/Springfield cooperative planning
  - VPACT Transportation Scenarios
- Luncheon remarks — Gubernatorial Candidates
- Opportunities for Regional Collaboration — Smaller Group Discussions
- Summary and Next Steps — Presentations & Electronic Voting

Products

- Proceedings
- Progress Board plan for future action

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 94-2024 FOR THE PURPOSE OF PUBLISHING A SCHEDULE OF PUBLIC HEARINGS AND METRO COUNCIL DECISIONS TO SELECT THE REGION 2040 PREFERRED ALTERNATIVE

Date: August 10, 1994 Presented by: Gail Ryder

PROPOSED ACTION

This resolution sets forth a schedule of meetings for the final approval of the Region 2040 Preferred Alternative, specifically clarifying that the final decision will be made by the presently seated Metro Council by December 8, 1994. This schedule directs the Metro Executive Officer to have her final recommendation delivered to the Council by a date certain and also directs the completion date for recommendations to the Planning Committee from Metro advisory committees. At present all dates have been left blank and will be developed by the Planning Committee at their August 18 meeting.

FACTUAL BACKGROUND AND ANALYSIS

There have been several occasions on which the Council has clarified its intention to complete this portion of the Region 2040 decision-making during 1994. This desire is echoed by the Metro Executive Officer in her transmittal remarks in the "Concepts for Growth" staff report to the Metro Council.

The resolution, once completed, will allow publication of an adequate number of timely public opportunities for the general public, interest groups, and Metro advisory committees to voice their opinions regarding the Region 2040 Preferred Alternative before final adoption in early December.

GR - C:\wpwin60\wpdocs\ord-res\94-2024.rs3

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PUBLISHING A SCHEDULE OF PUBLIC HEARINGS AND METRO COUNCIL DECISIONS TO SELECT THE REGION 2040 PREFERRED ALTERNATIVE	)))))	**RESOLUTION NO. 94-2024[~~A~~]B** **Introduced by Councilors Jon Kvistad and Jim Gardner**

WHEREAS, On April 28, 1994, the Metro Council approved Resolution 94-1930B, describing intended Metro action on final Region 2040 reports and comments; this resolution stated the Council's intention to "identify the region's long-term planning direction in 1994"; and

WHEREAS, In June, 1994, the Executive Officer presented a "Concepts for Growth" staff report to the Metro Council; in the opening remarks of the report, Ms. Cusma urged the Metro Council to "act to bring this phase of long range regional planning to closure" and ready efforts in 1995 to "adopt a Regional Transportation Plan and identify urban reserves as the first elements of the newly required Regional Framework Plan." She went on to state, "failure to act by **this council** (emphasis added) would likely result in substantial delays that put the region at risk of having lost the window of opportunity to get ahead of the curve on population growth"; and

WHEREAS, During every phase of the Region 2040 project, Metro has actively sought to inform and seek comment from Metro advisory committees and the region's local governments, citizens and interest groups; and

WHEREAS, In order to provide ample opportunity to inform the public and seek their advice and comment, to allow Metro advisory committees adequate deliberative opportunity, and to provide sufficient time for Metro Planning Committee and Metro Council deliberation and decision-making on the Executive Officer's recommended Preferred Alternative, a schedule of activities for public hearings and decision-making should be immediately published and distributed; now, therefore

BE IT RESOLVED,

1. That the Metro Council encourages the Metro Executive Officer to take whatever steps necessary, including the authorization of staff overtime, to assure that an Executive Officer recommendation for the Region 2040 Preferred Alternative be presented to the Metro Council no later than September 22, 1994.

2. That the Metro Council seeks advice, comment and recommendation regarding the Region 2040 Preferred Alternative, by November 10, 1994, from the following Metro Advisory Committees:

   a. the Joint Policy Advisory Committee on Transportation (JPACT), with the assistance of the Transportation Policy Alternatives Committee (TPAC);

   b. the Metro Policy Advisory Committee (MPAC), with the assistance

of the Metro Technical Advisory Committee (MTAC); and

c. the Future Vision Commission (FVC).

3. That the Metro Council approves the schedule in Exhibit A for the final adoption process to be used in selecting the Region 2040 Preferred Alternative. This schedule provides for a December 8, 1994 final adoption date by the Metro Council.

ADOPTED by the Metro Council this _____ day of _____, 1994.

_____

Ed Washington, Deputy Presiding Officer

EXHIBIT A

REGION 2040 PREFERRED ALTERNATIVE SCHEDULE

September 15 (Thursday)	Staff presents "Draft" Preferred Alternative Recommendation to Planning Committee
September 22 (Thursday)	Executive Officer presents Preferred Alternative Recommendation to Metro Council
September 26 - October 14	Local Government Briefings
September 28 (Wednesday)	Newsletter to Region 2040 Mailing List
September 29 (Thursday)	Special Planning Committee Work Session (in depth discussion of transportation and land use components of recommendation)
October 6 (Thursday)	Regular Planning Committee Work Session (in depth discussion of open space and density components of recommendation)
October 18, 19, 20, 25, 26	Special Planning Committee "Listening Post" Meetings (to receive public comment in Hillsboro, Gresham, Tigard, Portland and Central Clackamas County), 6:30 - 9 PM
October 20 (Thursday)	Regular Planning Committee Meeting, 4 - 6 PM
October 31 (Monday)	Future Vision Commission Meeting, 4 PM Metro (formation of advice to Metro Council)
November 9 (Wednesday)	Metro Policy Advisory Committee Meeting, 5 PM Metro (formation of advice to Metro Council)
November 10 (Thursday)	Joint Policy Advisory Committee on Transportation Meeting, 7:15 AM Metro (formation of advice to Metro Council)
	Regular Metro Council Meeting - Status Report (public comment meetings results recommendations and local

	government briefings), presented by Planning Committee Chair and Vice-Chair; Presentation of Advice from Advisory Committees (FVC; MPAC; JPACT)
November 17 (Thursday)	Regular Planning Committee Work Session/Mark Up (no public testimony taken)
November 21 (Monday)	Special Planning Committee Work Session - Final Recommendation to Metro Council
November 28 (Monday)	Special Metro Council Public Hearing on Planning Committee Preferred Alternative Recommendation
	Deadline for Submission of Written Testimony
December 1 (Thursday)	Special Metro Council Work Session on Preferred Alternative (4 PM, Planning Committee will be rescheduled)
	Regular Metro Council (time certain to be announced, takes place of Nov. 24 Thanksgiving holiday)
December 5 (Monday)	Optional Special Metro Council Meeting (if needed to complete Dec. 1 Preferred Alternative agenda)
December 8 (Thursday)	Regular Metro Council Meeting - Formal Adoption of Preferred Alternative for Implementation into Regional Framework Plan

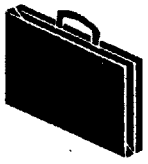
September 1994

Region 2040 Schedule

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
			1	2
5	6	7	8	9
12	13	14	15 4:00 Staff pres. to Plng. Comm., Reg. 2040 Draft	16
19	20	21	22 8:30 MTAC Briefing 4:00 Exec. Off. pres. Pref. Alt. to Metro Council	23
26 Local Gov't. Brief., Reg. 2040 (to 10-14)	27	28 Newsletter to Reg. 2040 Mail. List 5:00 MPAC	29 4:00 Spec. Plng. Comm. Worksess., LU/Transp.	30 9:30 TPAC Briefing

October 1994

Region 2040 Schedule



MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
3	4	5	6 4:00 Reg. Plng. Comm. Worksess., density, open space	7
10	11	12 5:00 MPAC	13 7:15 JPACT Briefing	14
17	18 6:30 Plng. Comm. Listening Post Mtg. (to 9pm)	19 6:30 Plng. Comm. Listening Post Mtg. (to 9pm)	20 4:00 Reg. Plng. Comm. Mtg. (to 6pm) 6:30 Port. Plng. Comm. Listen. Post (to 9pm)	21
24	25 6:30 Plng. Comm. Listening Post Mtg. (to 9pm)	26 5:00 MPAC 6:30 Plng. Comm. Listening Post Mtg. (to 9pm)	27 8:30 MTAC Discussion & Recom. to MPAC	28 9:30 TPAC Discussion & Recom. to JPACT
31 4:00 Future Vision Comm. Mtg. (advice to Metro Council)				

November 1994

Region 2040 Schedule

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
	1	2	3	4
7	8	9 5:00 MPAC (advice to Metro Council)	10 7:15 JPACT (advice to Metro Council) 4:00 Metro Council (Reg. 2040 status hearing results; JPACT/MPAC/ FVC Testimony)	11
14	15	16	17 4:00 Plng. Comm. Worksess. (no public test.)	18
21 4:00 Plng. Comm. Worksess./Final Rec. to Metro Council	22	23	24	25
28 Spec. Metro Council Pub. Hear., Pref. Alt. Recom. Deadline for Submission of Testimony	29	30		

December 1994

Region 2040 Schedule

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
			1 Reg. Metro Council in lieu of 11/24 mtg., follows 4:00 Special Metro Council Worksession (Planning Comm. to be rescheduled)	2
5 4:00 Metro Council Mtg. (optional) if needed for Pref. Alternative	6	7	8 4:00 Metro Council Mtg.- Adoption of Pref. Alternative	9
12	13	14	15	16
19	20	21	22	23
26	27	28	29	30

COMMITTEE MEETING TITLE JPACT

DATE 9-8-94

NAME	AFFILIATION
TANYA COLLIER	MULTNOMAH COUNTY
DAVE WILLIAMS	ODOT
GB ARRINGTON	TRI-MET
STEVE DOTTERRER	CITY OF PORTLAND STAFF
ED. WASHINGTON	METRO COUNCILOR
Bob Stacey	Gov's Office
Tom Coffee	City of Lake Oswego
GORDON OLIVER	OREGONIAN
Mary Legry	WSDOT
Connie Mcloughlin	METRO
Bob Bothman	MCCI
Spike Lahsene	PORT
Kathy Lehtola	Washington County
Susan McLain	Metro
Keith Ahola	WSDOT
Roy Rogers	Washington County
Greg Green	ODEQ
Jon Kvistad	Metro Council
Andy Cotugno	metro
Ed Pickering	Mult. Co
Sandy Doubleday	City of Gresham
[illegible]	Metro
Ron Burgman	Clark County
Earl Blumenauer	Portland

COMMITTEE MEETING TITLE JPACT

DATE 9-8-94

NAME	AFFILIATION
ROB SANDOZ	CLACKAMAS COUNTY
Kathy Busse	Mult. Co.