STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 93-1865 FOR THE PURPOSE OF ESTABLISHING A FUNDING POOL IN THE AMOUNT OF $896,000 TO WASHINGTON COUNTY FOR COMPLETION OF THE CEDAR HILLS/HALL BOULEVARD "ALTERNATE TO HIGHWAY 217 BIKE LANE SYSTEM" FOR SUBMISSION TO THE OREGON TRANSPORTATION COMMISSION FOR INCLUSION IN THE 1995-1998 TRANSPORTATION IMPROVEMENT PROGRAM AS A PRIORITY CMAQ PROJECT

Date: October 6, 1993 Presented By: Andrew Cotugno

PROPOSED ACTION

This resolution would establish a funding pool in the amount of $896,000 to Washington County for completion of the Cedar Hills/ Hall Boulevard "alternate to Highway 217 bike lane system" to be allocated following a public review process to determine and prioritize the most critical links needed to complete the bike lane system.

The resolution also acts to amend the 1992 Regional Transportation Plan (RTP) to include the priority CMAQ project adopted through this resolution. The priority CMAQ project will be forwarded, along with the priority CMAQ projects listed in Resolution No. 1829A, for consideration by the Oregon Transportation Commission (OTC). Upon OTC approval of the second round CMAQ program, the Metro Transportation Improvement Program (TIP) will be amended. Exhibit A identifies the Highway 217 corridor along with the existing, committed, and originally proposed Cedar Hills Boulevard bike project.

Metro Council action is scheduled for October 14, 1993.

FACTUAL BACKGROUND AND ANALYSIS

Planning Committee Recommendation

At the August 24 meeting of the Planning Committee, Resolution No. 93-1829A was approved as amended. The resolution endorsed the region's priority FY 1995-97 Congestion Mitigation/Air Quality (CMAQ) Program projects for submission to the Oregon Transportation Commission for inclusion of these projects in their 1995-1998 TIP. The resolution was approved as submitted with the exception of the Cedar Hills Boulevard Bike Project (Project No. 032).

Project No. 032 (Cedar Hills Boulevard: Parkway Avenue to Butner Road - bike lanes and sidewalks) was deleted following extensive testimony in opposition to its selection. The reasons given were that the project may not be necessary at this time relative to other potential projects in the Highway 217 corridor.

It was recommended by the Planning Committee that a funding pool be established to conduct a study of the Highway 217 corridor, including the Cedar Hills segment. The pool would identify, through a public process, alternative bike projects for CMAQ funding. This resolution would endorse that action.

TPAC Action

At their October 1 meeting, TPAC endorsed the Planning Committee recommendation to establish the $896,000 funding pool for the Highway 217 bike study.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 93-1865.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING A FUNDING POOL IN THE AMOUNT OF $896,000 TO WASHINGTON COUNTY FOR COMPLETION OF THE CEDAR HILLS/HALL BOULEVARD "ALTERNATE TO HIGHWAY 217 BIKE LANE SYSTEM" FOR SUBMISSION TO THE OREGON TRANSPORTATION COMMISSION FOR INCLUSION IN THE 1995-1998 TRANSPORTATION IMPROVEMENT PROGRAM AS A PRIORITY CMAQ PROJECT	RESOLUTION NO. 93-1865 Introduced by Councilor Van Bergen

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 included the Congestion Mitigation/Air Quality (CMAQ) Program for funding clean air and congestion-related projects in carbon monoxide and ozone non-attainment areas; and

WHEREAS, The Portland Metropolitan Area is designated as marginal non-attainment for ozone and moderate for carbon monoxide; and

WHEREAS, ISTEA stipulates that states shall allocate CMAQ funds in consultation with the designated Metropolitan Planning Organization (MPO); and

WHEREAS, Metro is the designated MPO for the Portland Metropolitan Area; and

WHEREAS, the state is currently programming CMAQ funds for FY 95-97 through the update of the Oregon Department of Transportation's 1995-1998 Transportation Improvement Program (TIP); and

WHEREAS, Resolution No. 93-1829A was approved as amended endorsing the region's priority FY 1995-97 Congestion Mitigation/

Air Quality Program with the exception of Project No. 032 -- the Cedar Hills Boulevard: Parkway Avenue to Butner Road bike lanes and sidewalks; and

WHEREAS, a need does exist in the Highway 217 corridor to identify a priority project in order to move towards completion of the regional bike network; now therefore

BE IT RESOLVED:

1. That the Metro Council amends the 1992 RTP to include a new project No. 032 -- the Cedar Hills/Hall Boulevard "alternate to Highway 217 bike lane system."

2. That by inclusion of this new project, the Metro Council establishes a funding pool for Washington County in the amount of $896,000 to construct priority bike projects in the Highway 217 corridor following an extensive analysis.

3. That the funds are to be allocated following a public review process to determine and prioritize the most critical links needed to complete the Highway 217 bike system.

4. That a report of the results of the public review process be provided to JPACT and Metro Council prior to allocation of the funds.

ADOPTED by the Metro Council this _____ day of October, 1993.

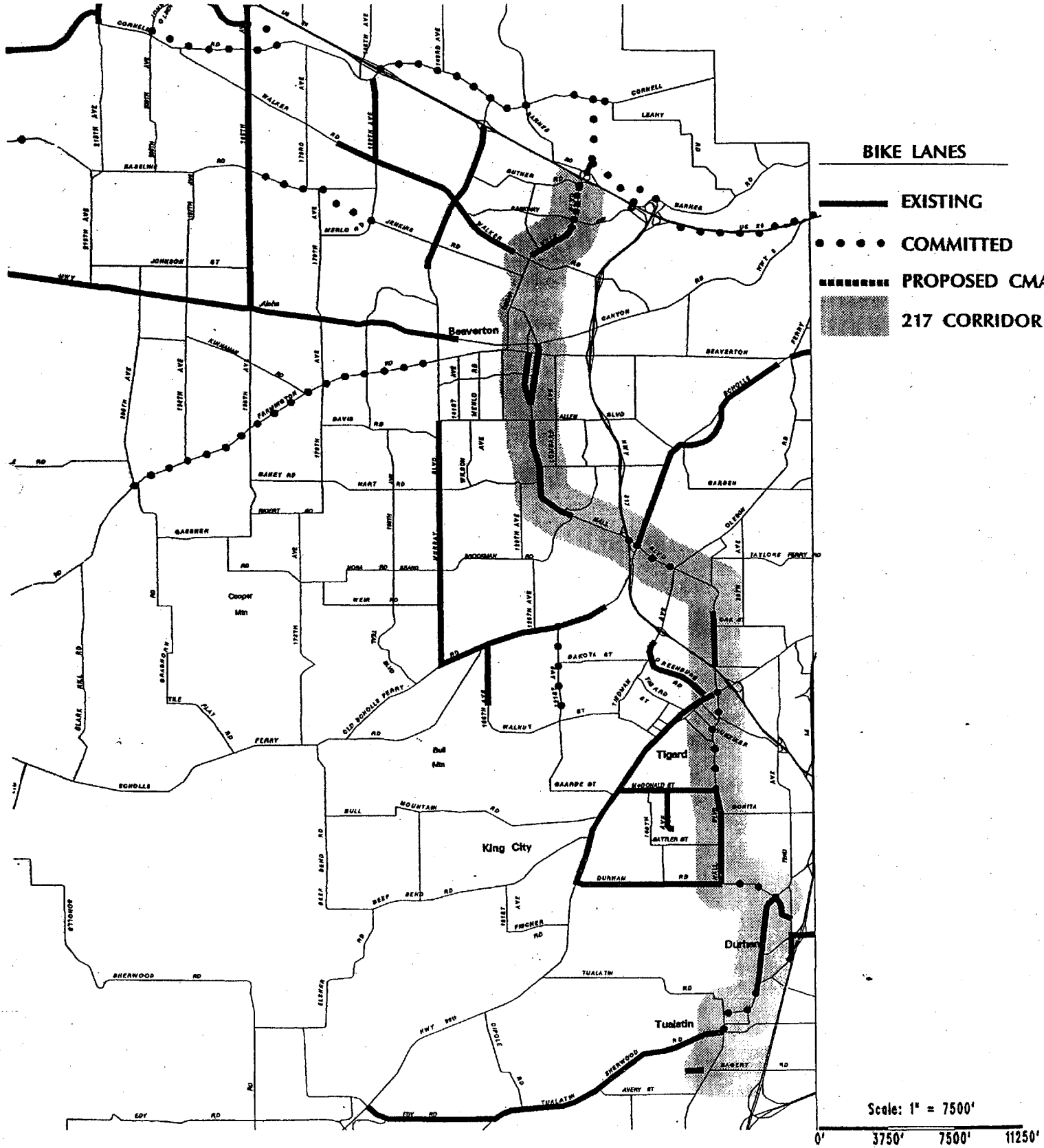
Judy Wyers, Presiding Officer

RL:lmk
93-1865.RES
10-6-93

HIGHWAY 217 CORRIDOR BIKE LANES

THIS MAP IS COMPILED FROM ORIGINAL MATERIALS AT DIFFERENT SCALES. FOR MORE DETAIL PLEASE REFER TO THE SOURCE MATERIALS OR THE WASHINGTON COUNTY DEPARTMENT OF LAND USE AND TRANSPORTATION.

PREPARED BY THE WASHINGTON COUNTY PLANNING DIVISION



STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 93-1858 FOR THE PURPOSE OF ENDORSING ODOT REGION 1 PRIORITY FY 95, FY 96 AND FY 97 TRANSPORTATION ENHANCEMENT PROJECTS FOR INCLUSION IN THE 1995-1998 TRANSPORTATION IMPROVEMENT PROGRAM

Date: September 23, 1993 Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution would endorse the Oregon Department of Transportation's (ODOT's) Region 1 priority Fiscal Year 1995, 1996 and 1997 Transportation Enhancement Program projects for funding in the Oregon Department of Transportation 1993-1998 Transportation Improvement Program (TIP) for those projects within the Metro boundary. The priorities are consistent with Transportation Enhancement Program eligibility standards as listed in Section 1007(c) of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991.

Following OTC action and prior to commencing construction, local governments and Metro must demonstrate that these projects are included in the Regional Transportation Plan (RTP) and Metro's Transportation Improvement Program (TIP). The projects must also conform to local comprehensive plans (transportation elements, public facility plans, and/or transportation system plans), statewide planning goals and either the interim or final conformity guidance of the Clean Air Act Amendments of 1990.

The recommendations are developed for Oregon Transportation Commission (OTC) consideration during public hearings and testimony on the 1993-1998 TIP. Final OTC action on the entire TIP is scheduled for July, 1994 and will essentially complete programming of all anticipated funds from ISTEA. The OTC previously authorized the programming of FY 92, 93 and 94 Transportation Enhancement funds in March, 1993.

JPACT will take action on the program on October 14. The OTC is tentatively scheduled to hold public hearings on a draft 1993-1998 TIP in December or January.

TPAC has reviewed the Transportation Enhancement projects and recommends approval of Resolution No. 93-1858.

FACTUAL BACKGROUND AND ANALYSIS

Eligible Activities

As stated in ISTEA, eligible Transportation Enhancement Program activities are as follows:

"The term 'Transportation Enhancement activities' means, with respect to any project or the area to be served by the project,

provision of facilities for pedestrians and bicycles, acquisition of scenic easements and scenic or historic sites, scenic or historic highway program, landscaping and other scenic beautification, historic preservation, rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroad facilities and canals), preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails), control and removal of outdoor advertising archaeological planning and research, and mitigation of water pollution due to highway runoff."

Program Funds and Authority

ISTEA authority for the program is delegated to states in cooperation with Metropolitan Planning Organizations (MPOs) and local jurisdictions. Consistent with ISTEA planning and programming requirements, the process must also include extensive public participation.

ISTEA requires states to allocate 10 percent of the Surface Transportation Program (STP) to the Transportation Enhancement Program. In Oregon, this equals between $4.5 to $5.0 million per year. Of a three-year (FY 95, 96 and 97) statewide total of under $15 million, the OTC has allocated approximately $4.435 million to ODOT Region 1 (consisting of Multnomah, Clackamas, Washington, Columbia and Hood River counties). This figure acted as the target amount used in the programming exercise described below.

Program Development

In May, 1993, ODOT began the process for developing the state's Transportation Enhancement Program for fiscal years 1995, 1996 and 1997. The process followed, with some refinement, the process developed last year for programming Transportation Enhancement funds for the first three years of ISTEA (FY 92, 93 and 94). That process included the development of program objectives, project selection and prioritization criteria, public review and adoption. The original and refined process and Transportation Enhancement ranking criteria were developed by ODOT's ad hoc Transportation Enhancement Committee and approved by the OTC. Members of the ad hoc committee are identified in Attachment A.

As mentioned, development of the current program began in May and will formally conclude with OTC adoption of the 1995-1998 TIP next summer. To this point, ODOT has developed a list of candidate projects. Those projects will be reviewed by the OTC through public hearings during December and January. Following those hearings, the list may be revised as necessary or forwarded as is for the final OTC action next summer. Again, the formal public process is the responsibility of ODOT. Other significant steps in the program development process are described below:

- June 1993. ODOT provides notice to jurisdictions, the public, and interest groups soliciting program (project) recommendations.

- June 11, 1993. ODOT sponsors a Transportation Enhancement Program Information Workshop in Region 1. The workshop describes the program, the grant application process, and other aspects for getting a project included in the program.

- August 6, 1993. Project proposals due to ODOT.

- August 1993. Region 1 review panel reviews and prioritizes projects. A review committee consisting of representatives of Metro and Washington, Multnomah, Clackamas, Columbia and Hood River Counties reviews and ranks project proposals. Over 40 applications (urban and rural) were submitted to Region 1. The projects were reviewed and scored relative to the OTC-approved criteria. The criteria are based on FHWA guidelines for the program and on key Oregon benchmark and policy objectives. The scoring system was based on 100 points possible for each project. Major scoring categories and their point values were: "Intermodal Relationship" (30 points); "Relationship to other Plans and Programs" (30 points); "Benefits to the Community/Environment (20 points); "Statewide Significance" (10 points); and "Match Level, Source, Public/ Private Commitment" (10 points). A brief description of the projects submitted from within the Metro area is included in Attachment B. A list of non-Metro projects is provided as Attachment C.

  Following the scoring, the ranking committee and ODOT staff reviewed the list for funding recommendations. Funds were allocated based on the "technical" score and on the program objectives which consider geographic distribution and cost-effectiveness. Projects recommended for funding and for endorsement through this resolution are listed in Exhibit A. The resolution only endorses the projects within the Metro boundary.

- September/October 1993. TPAC/JPACT/Metro Council review and comment, with public comment.

- February 1994. Public review before ODOT/OTC.

- Summer 1994. Final OTC action.

TPAC Discussion

Discussion at TPAC focused on the relationship and process relative to JPACT/Metro Council input into state programs. At issue was at which point in the state process does the region provide comment and should regional objectives be incorporated into statewide program selection criteria. ODOT staff noted that the region has been involved in the process through the Ad Hoc Committee and through previous TPAC briefings, but indicated a willingness to work with the region on overall planning and programming issues. As a result of the discussion, the resolution was amended to note that the endorsement is of "state" priorities, not "regional" priorities. TPAC also requested that additional project information be provided

for JPACT/Metro Council (reflected in Attachment B). With those general concerns, TPAC endorsed the program.

Conclusions

Adoption of Resolution No. 93-1858 represents JPACT/Metro Council endorsement of the proposed Transportation Enhancement projects within the Metro boundary for FY 95, 96 and 97 funds. The endorsement is for OTC consideration. The resolution also acts to amend the RTP to include those projects.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 93-1858.

Attachment A

"ODOT Ad Hoc Transportation Enhancement Committee"

Name	Organization
Chris Beck	Trust for Public Lands
Richard Benner	Oregon Land Conservation and Development Department
Pete Bond	Oregon Parks Department
Pat Ehrlich	Association of Oregon Counties
Phil Hirl	U.S. Forest Service
Mike Hoglund	Metro
John Kowalczyk	Oregon Department of Environmental Quality
Lewis McArthur	Historic Columbia River Highway Advisory Committee
Mary McArthur	Oregon Tourism Alliance
Pat Napolitano	Local Officials Advisory Committee
Janet Neuman	Oegon Division of State Lands
Kristin Ramstad	Oregon Department of Forestry
Wes Reynolds	Ashland Parks Commission
Robbin Roberts	Economic Development Department
Val Paulson	League of Oregon Cities
John Savage	Oregon Department of Energy
Richard Schmid	Mid-Valley COG
Gary Shaff	Rogue Valley COG
Lee Shoemaker	Lane COG
Jill Thorne	Oregon Trail Coordinating Council
John Wichman	Federal Highway Administration
Cam Gilmour	ODOT
John Rist	ODOT
John Baker	ODOT

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bc

ATTACHMENT B

Metro Area Transportation Enhancement Program Project Submittals

Projects Recommended for Funding

Project ID #

37. 112th Linear Park (Washington County). Funding for 10-foot bicycle/pedestrian path, with small bridge, within a linear park paralleling NW 112th south of Cornell Road. Some funds for right-of-way; no funding for park property. Recommended for $308,000 of Federal Transportation Enhancement funds.

17. Eastbank Bike/Ped Way A: Bridges/OMSI (City of Portland). Two pedestrian/bicycle path components on the eastbank of the Willamette. The first component is the section between the Steel and Burnside Bridges. The second connects OMSI and the existing esplanade. Funding for these two segments now finalizes a constructed or committed system connecting McCall Waterfront Park across the Steel Bridge south to OMSI and connecting to the Springwater Corridor. These projects are unaffected by "Eastbank" freeway issues. Recommended for $1,588,000.

6. Cedar Creek Trail (City of Sherwood). Completion of 3,550 feet of bicycle/pedestrian trail in a heavily developed area of Sherwood. Recommended for $83,000.

33. Springwater - Boring Connection (Clackamas County). Acquisition of one-half mile segment of Springwater Corridor near Boring. Recommended for $120,000.

38. Rock Creek Bike/Ped Path (City of Hillsboro). Funding for a bicycle/pedestrian path parallel to Rock Creek between Rock Creek Park (just north of Sunset Highway) to Evergreen. At Evergreen, the pathway connects with existing bikeway. Recommended for $266,000.

28. Intermodal Transfer Park (City of Troutdale). Reconstruct Troutdale Community Park to include bicycle/pedestrian access; construct a bus shelter; provide interpretive information and kiosk. Recommended for $80,000.

Contingency Projects

Project ID #

38. Rock Creek Bike Projects (City of Hillsboro). Remaining various phases of project described above. Potentially up to approximately $750,000.

18. Union Station Passenger Shelter (City of Portland). Upgrade of exterior passenger facilities, including rehabilitation and repair of passenger sheds; installation of new and efficient lighting; repainting; repairing electrical and drainage. Requested up to $367,000 of Federal Enahancement funds.

Projects not Recommended for Funding

Note: The following projects were not recommended for funding due to program fund limitations. The selection committee felt that most are indeed viable and worthwhile projects.

5. Fanno Creek Bike Path (Tualatin Hills Park and Rec.). Provision of a 10-foot wide boardwalk/asphalt path within the park from SW Hall to SW Fanno. Requested $84,000 in Federal Enhancement funds..

6. Complete Cedar Creek Trail (City of Sherwood). Various other elements of project described above. These segments appeared to have much less usage potential. Requested additional $300,000.

7. Hollywood Pedestrian Path (City of Portland). Pedestrian path to supplement street system and connecting Providence Medical Center and the Hollywood LRT Station. Requested $77,000.

9. School Bike Path (City of Tualatin). A 1,400 foot path connecting High School and elementary school. Requested $200,000.

17. Eastbank Bike/Ped Way (City of Portland). Unfunded segment of project described above. This project would provide a ramp from the Esplanade to the Burnside Bridge.

19. Union Station Facilities (City of Portland). Upgrade passenger ticketing and baggage handling facilities; provide baggage handling and storage equipment. Requested up to $800,000.

21. Barbur Blvd.. Bike Lanes (ODOT). Restriping for bikelanes on Barbur Blvd. between Hamilton and downtown Portland. Includes structure over the Front Avenue tunnel. Requested $367,000.

Project
ID #

22. Clackamas/Willamette River Bike Path (Oregon City). Four-phase project to acquire and construct 9.300 feet of path along Riverfront in Oregon City. Requested from $200,000 to $1.2 million.

23. Historic Elevator Upgrade (City of Oregon City). Modernize, rehabilitate, and repair Oregon City Elevator. Elevator is part of Oregon City pedestrian network. Requested $96,000.

25. Intermodal Links West of Portland; United Junction - Beaverton (Oregon State Parks). Purchase 15-mile segment of Burlington Northern Right-of-Way. Requested $200,000.

35. Laurelwood Pedestrian Paths (Washington County). Construct off-street, five-foot wide pedestrian paths from Scholls Ferry to Beaverton-Hillsdale Highway. Requested $31,000.

36. NW 185th Pedestrian Facility (Washington County). Provide intermittent sidewalk improvements on 185th between T.V. Highway and Kinnamon Road, a distance of 1.3 miles. Requested $25,000.

39. Springwater - Intermodal Links and Restroom (City of Gresham). Construction of parking and other amenities at trailheads to the Springwater Corridor. Requested $700,000.

40. MAX Corridor Sidewalk Improvements (Multnomah County). Sidewalk additions to Division, Stark, and Glisan between 162nd and 242nd. Requested $218,000.

41. East Burnside Bike Lanes (Multnomah County). Right-of-Way acquisition for bike lanes between 181st and 196th to complete system. Requested $344,000.

43. NE 201st Bike/Ped Connector (Multnomah County). Modify NE 201st to provide bike/ped facilities under I-84 and the Union Pacific Railway tracks; and other improvements between NE Halsey and NE Sandy.

44. Blue Lake Park Bike/Ped. Path (Multnomah County). Construct separated bicycle/pedestrian path on Park property to NE 223rd. Requested $39,000.

MH
Metro
10/4/93

ATTACHMENT C

REGION I NON-METRO AREA
TRANSPORTATION ENHANCEMENT PROJECTS
SUBMITTED IN 1993

Proj. ID#

1. Historic Highway: Moffet Creek - Tanner Creek
   Oregon Department of Transportation

2. Historic Highway: McCord Creek - Moffet Creek
   Oregon Department of Transportation

3. Historic Highway: Hood River - Mosier
   Oregon Department of Transportation

4. Milton Creek Bike & Pedestrian Bridge
   City of St. Helens

8. Depot Gutters & Insulation
   Mt. Hood Railroad

10. Vista House Restoration
    Friends of Vista House

11. Pedestrian Trail Expansion
    Port of Cascade Locks

12. Downtown Access Plan
    City of Sandy

13. Barlow Road Corridor Phase One
    City of Sandy

14. Barlow Road Corridor Full Project
    City of Sandy

15. Highway 26 Ped/Bike Connection
    City of Sandy

16. Classic Light Poles
    City of Hood River

20. Estacada Trails
    City of Estacada

24. Intermodal Links West of Portland (Banks - Vernonia)
    Oregon State Parks

29. Barlow Road Corridor/Moss Hill Preservation
    Clackamas County

Proj.
ID#

30. Storm Water Detention and Bio-Filtration
Clackamas County

31. Historic Faubion Bridge
Clackamas County

32. Government Camp Bike/Ped Crossing
Clackamas County

34. Molalla River Pathway
Clackamas County

42. Sauvie Island Road Shoulder Bikeway
Multnomah County

MH:lmk
10-4-93
TRANENHA.LST

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING ODOT REGION 1 PRIORITY FY 95, FY 96 AND FY 97 TRANSPORTATION ENHANCEMENT PROJECTS FOR INCLUSION IN THE 1995-1998 TRANSPORTATION IMPROVEMENT PROGRAM	RESOLUTION NO. 93-1858 Introduced by Councilor Van Bergen

WHEREAS, The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) requires the state to allocate 10 percent of its Surface Transportation Program (STP) funds to statewide Transportation Enhancement projects to address general environmental improvement activities; and

WHEREAS, ISTEA stipulates that states shall allocate Transportation Enhancement funds consistent with the Act and federal guidelines for eligibility and public process, and in consultation with the designated Metropolitan Planning Organizations (MPOs); and

WHEREAS, Metro is the designated MPO for the Portland, Oregon metropolitan area; and

WHEREAS, the state is currently programming funds, including the second iteration of Transportation Enhancement funds (FY 95, 96 and 97) for inclusion in the Oregon Department of Transportation's (ODOT) 1995-1998 Transportation Improvement Program (TIP); and

WHEREAS, Metro and the region have consulted in the development of the process and the proposed Transportation Enhancement Program; now, therefore,

BE IT RESOLVED,

1. That the Metro Council adopts the Metro area Transportation Enhancement projects identified in Exhibit A as the state's

priorities for inclusion in the ODOT 1995-1998 TIP and that those projects be incorporated into the Regional Transpor- tation Plan.

2. That staff be directed to forward these projects in testimony during the appropriate hearings on the 1995-1998 TIP by the Oregon Transportation Commission.

3. That prior to obligation of federal Transportation Enhancement funds, appropriate local jurisdictions will provide ODOT and Metro with necessary documentation ensuring consistency of projects with local Comprehensive Plans.

ADOPTED by the Metro Council this _____ day of _____, 1993.

_____
Judy Wyers, Presiding Officer

MH:lmk
93-1858.RES
10-1-93

Exhibit "A"

ENHANCEMENT PROJECTS
RECOMMENDED BY REGION 1 SELECTION COMMITTEE

ID#	Project / Agency	Priority	Total (1,000)	Federal (1,000)	Match (1,000)	Total Federal	
24	Intermodal Link West of Portland B: Banks – Vernonia	1	$250.0	$200.0	$50.0	$200.0	
	Oregon State Parks						
37	112th Linear Park, down–scoped	2	385.0	308.0	77.0	508.0	#
	Washington County						
17a&b	Eastbank Bike/Ped Way A: Bridges, OMSI	3	1,986.0	1,588.9	397.1	2,096.9	#
	City of Portland						
20	Estacada Trails	4	120.0	100.0	20.0	2,196.9	
	City of Estacada						
6	Complete Cedar Creek Trail, down–scoped	5	103.8	83.0	20.8	2,279.9	#
	City of Sherwood						
33	Springwater – Boring Connection	6	150.0	120.0	30.0	2,399.9	#
	Clackamas County						
1	Historic Highway: Moffet Creek – Tanner Creek	7	1,297.0	1,164.0	133.0	3,563.9	
	Oregon Department of Transportation						
38	Rock Creek Bike/Ped Path, down–scoped (Rock Creek–Evergreen)	8	332.5	266.0	66.5	3,829.9	#
	City of Hillsboro						
28	Intermodal Transfer Park	9	100.0	80.0	20.0	3,909.9	#
	City of Troutdale						
34	Molalla River Pathway, down–scoped	10	333.8	267.0	66.8	4,176.9	
	Clackamas County						
1.1	Pedestrian Trail Expansion	11	150.7	113.1	37.6	4,290.0	
	Port of Cascade Locks						
4	Milton Creek Bike & Pedestrian Bridge	12	60.0	48.0	12.0	4,338.0	
	City of St. Helens						
8	Depot Gutters & Insulation	13	6.4	5.8	0.6		
	Mount Hood Railroad					Total $4,343.8	
	Contingency Projects						
29	Barlow Road Corridor/Moss Hill Preservation	*14	340.0	190.0	150.0		
	Clackamas County						
34	Molalla River Pathway, remaining portions	*15	2,276.1	1,820.8	455.3		
	Clackamas County						
38	Rock Creek Bike/Ped Path, remaining portions	*16	211.5	169.2	42.3		#
	City of Hillsboro						
18	Union Station Passenger Shelter, eligible portions	*17	457.0	410.1	46.9		#
	City of Portland						

Projects within Metro Boundary

*If additional money becomes available these projects will be funded in order of priority.

DRAFT

MEMORANDUM

Date: October 13, 1993

To: JPACT

From: Michael Hoglund
Manager, Regional Transportation Planning

Subject: FUNDING FOR ALTERNATIVE MODES IN THE ODOT 1993-1998 TRANSPORTATION IMPROVEMENT PROGRAM

In asking for recommendations for cuts to balance the 1993-1998 Transportation Improvement Program (TIP) the Oregon Transportation Commission (OTC) announced its intention to continue the policy direction set in the Oregon Transportation Plan (OTP). The pace and approach for how to include the alternative mode projects in the state TIP was left up to each ODOT region.

JPACT has the option of recommending a package of alternative mode projects [such as transit, bicycle, pedestrian, and transportation demand management (TDM)] for inclusion in the TIP. Inclusion of those projects would require additional cuts of projects in the TIP.

In developing a list of candidate alternative mode projects we are proposing to use the following:

Alternative Mode Program Objectives

1. Proposed projects are eligible for STP funds and can be developed and built by FY 1998;

2. Provides for a balanced multi-model system consistent with the OTP and the Regional Transportation Plan;

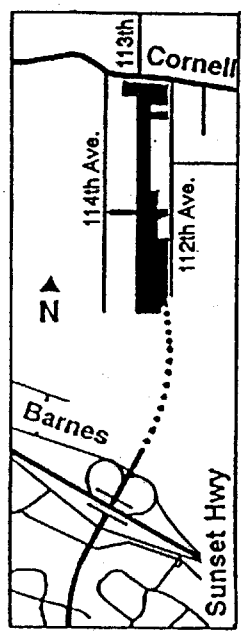
3. Will contribute to a reduction in single occupant vehicle trips;

4. Contributes to overall system efficiency and performance; and

5. Provides for a balanced funding program.

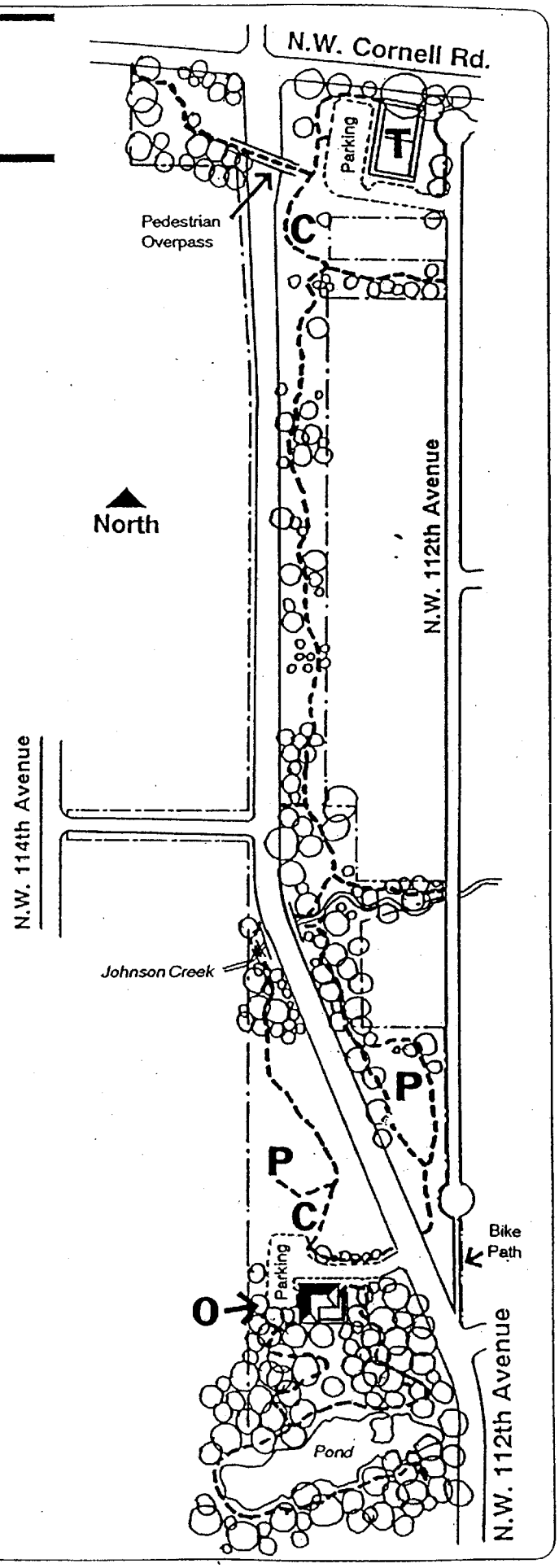
112th Avenue Linear Park

Project Area



Park Detail Map

- Trail
- Existing Trees
- C Children's Play Area
- O Overlook
- P Picnic Area
- T Tennis Court



JPAC October 14, 1993

Dear members of JPAC,

Thank you for the opportunity to comment on the request by Washington County for funds to construct a bike path and linear park along N. W. 112th Street in Cedar Mill.

I most strongly urge you to deny Washington County's funding request for the following reasons:

1. No decision has been made by the Washington County Commission on the alignment of a road in the vicinity of NW 112th. Washington County has not formally proposed any particular alignment of NW 112th. There is no specific project in the planning process at this time. There have not been any public hearings on a specific project for a particular alignment of NW 112th. Several of the alignments of NW 112th that have been discussed recently would require road construction that would take out the bike path and linear path that Metro is being asked to help fund. Either the Washington County Planning Department staff and/or the Commission has made a decision outside of the legal decision-making process, or this discussion is irrelevant at this time. This request by Washington County for Metro funding purports to be for a bike path and park. My personal opinion is that the request is a disguise. I believe that this is a request to Metro to help Washington County buy the private properties along NW 112th. I further believe that if Washington County eventually did present a proposal to the public for an alignment and plan for NW 112th, they would use the argument that it was already partially paid for and could not be changed or stopped. I sincerely hope that Metro will not allow itself to be used in this way by Washington County.

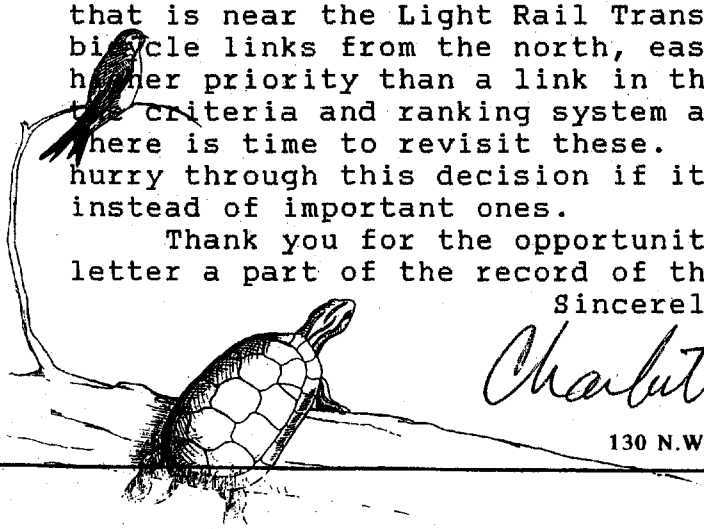
2. The Washington County ordinances that would create a process for public involvement and decision-making on new roads are currently under appeal to the Land Use Board of Appeals, so this discussion of funding for portions of new roads is premature.

3. The proposal from Washington County is for a new alignment of a bike path that would not be adjacent to a road, and therefore may require an amendment to the Transportation Plan.

4. This proposal should not be one of the highest priorities for funding. The proposal would make a very narrow strip park out of a series of backyards. How could this be a higher priority than the wooded portion of the Peterkort property that is near the Light Rail Transit Center and could provide bicycle links from the north, east, and west? How could it be higher priority than a link in the Fanno Creek greenway? Perhaps the criteria and ranking system are in need of change. I hope there is time to revisit these. It would be very unfortunate to hurry through this decision if it means funding minor projects instead of important ones.

Thank you for the opportunity to comment. Please make this letter a part of the record of this matter.

Sincerely,



CHARLOTTE C. CORKRAN
Wildlife Consultant

130 N.W. 114th Street Portland, Oregon 97229 (503) 643-1349

M E M O R A N D U M

METRO

Date: October 6, 1993

To: JPACT

From: Michael Hoglund, Manager
Regional Transportation Planning

Re: ODOT 1993-1998 Transportation Improvement Program Cuts

The Oregon Transportation Commission (OTC) has asked for recommendations on how to address the anticipated $400 million shortfall in the Oregon Department of Transportation's (ODOT's) upcoming 1995-1998 Transportation Improvement Program (TIP). The shortfall has been identified following an analysis of forecast revenues against projects previously committed for funding in the 1993-1996 Six-Year TIP.

To guide decision-making on program adjustments, the OTC set the following parameters:

- Safety and preservation needs receive first priority. As a result, all cuts will come from a list of highway/arterial modernization (primarily capacity expansion) needs.

- The Portland metropolitan area will be responsible for identifying $126 million in "construction" program cuts and an additional $60 million in "development" program cuts. The construction program includes projects that are essentially ready to be built within the life of the TIP; the development program includes projects which are in various stages of environmental review, final plans or design.

- Areas may recommend additional cuts above and beyond their target in order to fund alternative mode projects such as transit, bicycle and pedestrian improvements, and transportation demand management (TDM).

The OTC would like at least preliminary recommendations as soon as possible in order to include them in a draft TIP which will be distributed prior to public meetings in February. A second draft will be assembled in order to do required Clean Air Act conformity analysis in March and April. The second draft must be fairly complete to get an accurate analysis. Consequently, a schedule has been developed through the TIP Subcommittee to TPAC to

identify the region's recommendations on proposed cuts and potential additions for alternative modes. The schedule, process, candidate projects and prioritization criteria will be discussed as an informational item at the October 14 JPACT meeting. Attached for your review prior to the meeting are the following materials:

1. The proposed schedule identifying key actions or products anticipated by certain dates and the opportunities for public involvement.

2. The candidate cut projects for both the construction and development. Potential alternative mode add projects are being assembled through the TIP Subcommittee and may be available at the meeting.

3. The technical criteria which will be used to rank projects. The highway/arterial criteria will be used to cut the modernization projects; the transit, TDM, bicycle, intermodal and transportation system management (TSM) criteria will be used to evaluate potential add projects for alternative modes. Again, the TIP Subcommittee is finalizing the alternative mode criteria relative to point assignments. Once technical scores are assigned projects, broader policy and system considerations will be addressed before proposed recommendations are forwarded for public and JPACT/Metro Council review.

If you have questions regarding the materials, the schedule, the process or the shortfall, please call me at 797-1743.

MH:lmk

Attachments

ODOT 1995-1998 Transportation Improvement Program (TIP):
Summary of ODOT and Metro Program Development and Review Processes

[Following is a description of the key steps in the ODOT and Metro processes for development of ODOT's 1995-1998 TIP. As required by ISTEA, the Metro regional TIP is required to be included in the State TIP. The process initially focuses on ODOT's funding shortfall, however the overall process will develop a complete regional TIP for inclusion in the State TIP. An open question is whether a remaining $20 million of regional STP funds should be programmed through this exercise.]

A. ODOT Process

A.1. November 1, 1993. ODOT prepares preliminary recommendations for Oregon Transportation Commission (OTC) review prior to preparation of First Draft TIP.

A.2. November 16, 1993. OTC review of preliminary recommendations on funding shortfall. OTC direction on First Draft TIP.

A.3. December, 1993/January, 1994. Distribution of First Draft TIP.

A.4. February, 1994. OTC public meetings on First Draft TIP.

A.5. March, 1994. OTC provides direction for ODOT development of Second Draft TIP.

A.6. April/May, 1994. Air quality conformity analysis and review on Second Draft TIP.

A.7. Mid-July, 1994. OTC adoption of Final TIP; Submittal to FTA/FHWA for 60-day review.

A.8. Late September, 1994. FTA/FHWA TIP approval.

B. Metro Process

B.1. Early October, 1993. Metro/TIP Subcommittee prepares preliminary "cut" and "add" packages. Cut package prioritizes highway/arterial program cuts ranging from $126 million to $156 million. Add package prioritizes alternative mode projects from $0 to $30 million.

B.2. October 21, 1993. Metro public meeting on existing funding commitments; cut/add package; process/schedule; criteria. Initiate public comment on preliminary cut/add package (written and oral).

B.3. October 29, 1993. TPAC review of preliminary cut/add package, review public meeting comment.

B.4. November 7, 1993. Close public comment period on cut/add package.

B.5. November 10, 1993. JPACT review of preliminary cut/add package and public comment. JPACT preliminary recommendations forwarded to OTC for their November 16 consideration (item A.2., above).

B.6. Late November, 1993. Metro Planning Committee review. Metro/TIP Subcommittee revise recommendations on cuts/adds; develops recommendation on level of cuts and level of adds; develops recommendations on projects in the "Development" program; incorporates Tri-Met Section 9/Section 3 program; as an option develops recommendation on fianl two years of Regional STP funds; and forwards for public review/comment.

B.7. December 7, 1993. Second public meeting on revised Metro/TIP Subcommittee recommended TIP (including cuts/adds).

B.8. December 31, 1993. TPAC review and recommendations on revised Metro/TIP Subcommittee recommended TIP.

B.9. January 13, 1994. JPACT review and recommendations on revised Metro/TIP Subcommittee recommended TIP.

B.10. Late January, 1994. Metro Council review and recommendations on revised recommended TIP.

B.11. March, 1994. Revise TIP, as necessary, based on ODOT public hearings.

B.12. March/April, 1994. Simultaneous conformity analysis with item A.6., above.

B.13. June, 1994. Final Metro Council/JPACT adopted TIP. Forward to OTC.

Metro
MH.TIPsched.10/1

ODOT REGION 1 (URBAN PORTION) CONSTRUCTION PROGRAM

CATAGORY OF WORK	WORK DESCRIPTION	CONSTR COST (millions)
CONSTRUCTION		
ODOT LEAD		
I-5: Stafford Interchange	widen OXing, reconstruct approaches	7.900
I-5: @ 217/Kruseway	reconstruct interchange	43.600
I-84: 223rd - Troutdale	widen to 6 lanes; interstate completion	23.000
US 26: Beaverton/Tigard Hwy - Camelot Interchange	widen & reconstruct hwy	7.240
US 26: Murray Road - 217	widen & reconstruct hwy	20.300
US 26: Camelot Interchange - Sylvan Interchange	widen, reconstruct, construct new interchange	66.200
US 26: Sylvan Interchange - Highlands Interchange	construct climbing lane; (linked to Camelot-Sylvan work, above.)	9.400
99W: @ 124th	New signal & intersection	1.000
I-205: @ Glisan N&S Bound	turn lanes	0.370
217: NB Off-Ramp @ Scholls Hwy	widen for left turn lane	0.270
US 30B: Columbia Blvd. - I-205 (Turn Lanes)	turn lanes	0.440
VAR: Metro Advance Warning Signs		1.210
VAR: Metro Area Freeways (Detection System)		1.430
VAR: Motorist Information System		1.100
VAR: TSM Reserve	TSM and MACS projects	4.880
BV/Tualatin Hwy:		
Lower Boones Ferry Rd. - Tualatin/Sherwood	bikeway	0.240
BV/Tualatin Hwy: 99W - SW McDonald St.	bikeway	0.390
R-43: Mcvey Avenue - Burnham (Bikeway)	bikeway	0.440
ODOT Subtotal		189.410
WASHINGTON COUNTY LEAD		
T/V Hwy: Shute Park - 21st		4.650
T/V Hwy: 160th Avenue - 110th Avenue		8.400
Farmington: 167th - Murray Blvd.	widen	5.180
OR-47: Council Creek - Quince (Hwy 47 Bypass)	new arterial	7.130
Washington Co. Subtotal		25.360
CITY OF PORTLAND LEAD		
I-5: Water Avenue Ramps	construct new I-5 SB access ramp	19.000
I-5: E. Marquam Grand Avenue/MLK Jr. Ramps	construct new I-5 NB, SB access ramps	50.000
City of Portland Subtotal		69.000
CLACKAMAS COUNTY LEAD		
I-205: @ Sunnybrook Interchange	construct new interchange	18.200
TRI-MET LEAD		
I-84: Gateway Park & Ride Lot	construct new park & ride at 82nd Ave.	0.960
GRAND TOTAL		302.930
MANDATED CUT AMOUNT		126.000
CONSTRUCTION PROGRAM TARGET		176.930

ODOT REGION 1 (URBAN PORTION) DEVELOPEMENT PROJECTS

CATAGORY OF WORK	YEAR	WORK DESCRIPTION	CONSTR COST (millions)
ROW			
I-5: 217/Kruse Way Interchange (Unit 2)	98	Construct Collector Roads Adjacent to I-5	37.000
Mt. Hood Parkway: I-84 - US 26	97	Construct limited access hwy	27.596
I-205: Sunrise Interchange	96	Reconstruct Interchange	64.900
Sunrise Corridor: I-205 - Rock Creek Jct	96	Construct limited access hwy	85.300
Sunrise Corridor: Rock Creek Jct - Mt. Hood Hwy	98	Constuct limited access hwy	31.360
Farmington: 209th-Murray Phase 2	94	Widen to 4 lanes w/ continueous lft trn lane	2.665
217: Sunset - T.V. Hwy	96	Widen highway and structure and complete ramp wor	20.600
MP 4.1 - Dabney Park (Rockfall)	95	Cut back slope; build bench and rockfall area (safety)	3.860
ROW Subtotal			**273.281**
FINAL DESIGN			
I-5: Wilsonville Interchange	94	Reconstruct interchange including structure over	12.600
Final Design Subtotal			**12.600**
E.I.S.			
I-5: Greeley Ramp- No. Banfield Interchange (Ur	96	Add lanes, rebuild structures, modify streets at ramp termini and construct frontage road.	33.500
99E: MLK/Grand Viaduct-SE Harold	97	Construct new traffic lanes	6.420
99E: SE Harold-SE Tacoma Interchange	96	Construct 6-lane divided hwy	6.440
217: TV Hwy-72nd Ave Interchange	96	Construct new travel and auxiliary lanes	38.200
Western Bypass Corridor EIS	93	To Be Determined	0.000
E.I.S. Subtotal			**84.560**
GRAND TOTAL			**370.441**
MANDATED CUT AMOUNT			**63.441**
TARGET PROGRAM AMOUNT			**307.000**

Highway/Arterial Criteria
(Expansion Projects)

I. JPACT/Administrative Criteria

II. Technical Criteria

25 **Goal:** Develop projects consistent with RTP LOS objectives (amend in future based on Congestion Management System)

A. 1990 V/C: Volume to Capacity Ratio (p.m. peak hour; peak direction)

- >1.0 = 15 points
- >.9 = 10 points
- .8 - .9 = 0 points

B. 2000 V/C: Volume to Capacity Ratio (p.m. peak hour; peak direction)

- >1.0 = 10 points
- >.9 = 5 points
- .8 - .9 = 0 points

25 **Goal:** Enhance Safety

C. 1990 Accident Rate Per Vehicle Mile (from 1990 ODOT Accident Rate Book)

- >124% Statewide Median = High = 25 points
- 100% - 124% Statewide Median = Medium = 10 points
- <100% Statewide Median = Low = 0 points

20 **Goal:** Enhance Economic Development

10 D. Does the project improve 2000 access into an area with vacant developable or redevelopable/infil acreage (future development potential).

- Regionally Significant Development = Top 1/3 = 10 points
  = Middle 1/3 = 5 points
  = Lower 1/3 = 0 points

10 E. Recent (past) Development Occurred?

Using ten-year total employment and recent commitments, is the area accessed by the project actively developing?

= Top 1/3 = 10 points
= Middle 1/3 = 5 points
= Lower 1/3 = 0 points

15 **Goal:** To Provide Adequate Mobility at Reasonable Cost

F. $Cost_2$ per 2000 VMT (or VT: Interchanges and Intersections)

Estimated Project Cost ÷ 2000 Vehicles or VMT

1. Intersections/Interchanges
   - <$.51/vehicle = High = ___points
   - $.51 - $.99/vehicle = Medium = ___points
   - >$1.00/vehicle = Low = ___points

2. Interstate Projects
   - <$.51/vehicle = High = ___points
   - $.51 - $.99/vehicle = Medium = ___points
   - > $1.00/vehicle = Low = ___points

3. Link Improvement
   - 0 - $.33/vehicle-mile = High = ___points
   - $.34 - $.99/vehicle-mile = Medium = ___points
   - $1.00/vehicle-mile or more = Low = ___points

15 **Goal:** Implement Multi-Modal Aspects

5 G. Does the project add new bikeway and/or pedestrian improvements appropriate to the facility?

- Regional System = 5 points
- Local System = 2 points
- No Change = 0 points

5 H. Does the project provide an intermodal link or connection?
- Yes = 5 points
- No = 0 points

5 I. Does the project facilitate transit improvements or priorities?
- High Volume Trunk Route = 5 points
- Routes w/High Ridership/Non-Trunk = 5 points
- W/in 1/4 Mile of Bus Transfer/LRT = 5 points
- Other Service = 2 points

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2 Dollar amounts used for previous Six-Year Programs and are subject to reveiw and adjustment.

Highway/Arterial Criteria
(Reconstruction[1] Projects)

I. JPACT/Administrative Criteria

II. Technical Criteria

25 **Goal:** Develop projects which bring facilities to current urban design standards or provide for long-term maintenance.

10 A. 1992 Condition: pavement, base, etc. (needs to be more than pavement)

- Fair = 15 points
- Poor = 10 points
- Very Poor = 0 points

10 B. 2002 Condition: pavement, base, etc. (without improvement in 1993).

- Fair = 0 points
- Poor = 5 points
- Very Poor = 10 points

25 **Goal:** Enhance Safety

C. 1990 Accident Rate Per Vehicle Mile (from 1990 ODOT Accident Rate Book)

- >124% Statewide Median = High = 25 points
- 100% - 124% Statewide Median = Medium = 10 points
- <100% Statewide Median = Low = 0 points

20 **Goal:** Enhance Economic Development

10 D. Does the project improve 2000 access into an area with vacant developable or redevelopable/infil acreage.

- Regionally Significant Development = Top 1/3 = 10 points
  = Middle 1/3 = 5 points
  = Lower 1/3 = 0 points

10 E. Recent Development Occurred?

Using ten-year total employment and recent commitments, is the area accessed by the project actively developing?

= Top 1/3 = 10 points
= Middle 1/3 = 5 points
= Lower 1/3 = 0 points

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1 Reconstruction to be defined. Lifecycle costing to be included.

E. continued...

- Regional = ___ points
- Arterial/Highway = ___ points
- Local = ___ points

Auto Equivalency Rating (point categories to be determined).

15 **Goal:** To Provide Adequate Mobility at Reasonable Cost

F. $Cost_2$ per 2000 VMT (or VT: Interchanges and Intersections)

Estimated Project Cost ÷ 2000 Vehicles or VMT

1. Intersections/Interchanges
   - <$.51/vehicle = High = ___points
   - $.51 - $.99/vehicle = Medium = ___points
   - >$1.00/vehicle = Low = ___points

2. Interstate Projects
   - <$.51/vehicle = High = ___points
   - $.51 - $.99/vehicle = Medium = ___points
   - > $1.00/vehicle = Low = ___points

3. Link Improvement
   - 0 - $.33/vehicle-mile = High = ___points
   - $.34 - $.99/vehicle-mile = Medium = ___points
   - $1.00/vehicle-mile or more = Low = ___points

15 **Goal:** Implement Multi-Modal Aspects

5 G. Does the project add new bikeway and/or pedestrian improvements appropriate to the facility?
- Regional System = 5 points
- Local System = 2 points
- No Change = 0 points

5 H. Does the project provide an intermodal link or connection?
- Yes = 5 points
- No = 0 points

5 I. Does the project facilitate transit improvements or priorities?
- High Volume Trunk Route = 5 points
- Routes w/High Ridership/Non-Trunk = 5 points
- W/in 1/4 Mile of Bus Transfer/LRT = 5 points
- Other Service = 2 points

BIKEWAY PROJECT SELECTION CRITERIA

I. JPACT/Administrative Criteria (same for all modes)

II. Technical Criteria

	Selection Criteria (circle relevant factors)	**Points**
1.	Are full bikeway standards used? **Points: full = 15 ; intermediate = 10 ; and minimum = 5** (e.g., Shoulder Bikeway on rural roads & highways; Bike Lanes on urban arterials & major collectors; Bike Path along urban freeway, to serve as connection, or to bridge obstacle; see 1992 Oregon Bicycle Plan, Chapters 7 & 8 and Appendix G).	15
2.	Does the project **meet objectives** of (a) LCDC's Transportation Planning Rule 12; (b) the **Regional** Bicycle Plan; and (c) a locally adopted bicycle Plan? **Points: 2 each for (a) and (b); and 1 for (c) (5 possible)**	5 or 0?
3.	Will it be an important part of a regional bikeway system? **Points: links or completes = 10 ; extends = 7 ; begins = 4 ; and isolated = 0 or 2?**	10
4.	Will it be an important part of a local bikeway system? **Points: links or completes = 5 ; extends = 4 ; begins = 2 ; and isolated = 0 or 2?**	5
5.	Cost/Mile: **Points: under $100,000 = 15 ; $100,000 - $200,000 = 12 ; $200,000 - $500,000 = 9 ; $500,000 - $1,000,000 = 4 ; and over $1,000,000 = 0**	15
6.	Is the target roadway a deterrent to bicycling? **Points: high ADT & narrow = 5 ; high ADT & wide = 3 ; low ADT, narrow & curves = 4 ; low ADT & narrow = 3 ; low ADT & wide = 0**	5
7.	Who will the main users be? **Points: commuter/utility & school children = 5 ; commuter/utility = 4 ; school children = 3 ; recreation/touring = 0 ; and all = 5**	5
8.	What is the potential daily usage? **Points: over 300 = 10 ; 200 - 300 = 8 ; 100 - 200 = 6 ; 50 - 100 = 4 ; 25 - 50 = 1 ; and under 25 = 0**	10
9.	How large an area will be served (population within 3.5 miles)? **Points: over 25,000 = 10 ; 10,000 - 25,000 = 8 ; 5,000 - 10,000 = 6 ; 1,000 - 5,000 = 3 ; and under 1,000 = 0**	10
10.	Record of bike accidents in this segment **Yes 20 or No 0**	20
	TOTAL POINTS: ⇒	100

MIKE0818.ATT
August 18, 1993
bc

TSM CRITERIA

Criteria Score

1. Vehicle hours of delay (VHD) reduced per dollar expended. _____

2. 1990 accident rate per vehicle mile (from 1990 ODOT Accident Rate Book). _____

- > 124% statewide median = High = _____ Points
- 100% - 124% statewide median = Medium = _____ Points
- < 100% statewide median = Low = _____ Points

3. Percentage of reduction in transit travel times.

A. High volume/trunk routes _____
B. Routes with high ridership high volume/non-trunk _____
C. Within quarter mile of bus transfer or LRT station _____
D. Other _____

4. Magnitude of VHD reduced. _____

TDM CRITERIA

Criteria	Score
1. The cost/vehicle miles travelled deferred.	_____
2. The actual number of vehicle miles travelled deferred in person trips for non-auto modes.	_____
3. The level of congestion within corridor or area.	_____

Draft Evaluation Criteria and Ranking System for Intermodal Transportation Projects

I. Administrative and Screening Criteria	**Points**
A. Project accommodates and interconnects different modes of transportation for interstate and intrastate goods/passenger movement	Y/N
B. Project accommodates transfers between same modes of transportation for interstate and intrastate goods/passenger movement	Y/N
II. Promotes Rapid Movement of Goods and/or Passengers	**25 Points**
1. Reduces total travel time	10
2. Reduces delay to and from existing intermodal facilities	10
3. Reduces transfer time at intermodal facilities	5
III. Promotes Efficient Movement of Goods and/or Passengers	**30 Points**
1. Project enhances system flexibility and reliability	6
2. Project results in an increase in fuel efficiency	6
3. Project serves more than one purpose	6
4. Project addresses/serves more than one transportation mode	6
5. Condition of the existing facility	6
IV. Promotes the safe movement of goods and/or passengers	**20 Points**
1. Project improves the safety of the facility by reducing accident rates	15
2. Project improves a substandard facility	5
V. Supports RTP Economic Development and Livability Goals	**25 Points**
1. Project improves access to a future intermodal facility	10
2. Project maintains and/or enhances air quality	5
3. Project enhances regional economic development potential	5
4. Project reduces levels of congestion	5
TOTAL POINTS POSSIBLE	**100**
BONUS POINTS	
1. Project has committed funds available and/or leverages other funding sources	2

DRAFT CRITERIA
TRANSIT CAPITAL PROJECTS

I.	Administrative Criteria		
	A.	Financial/Agency Capacity (match, staffing, operating ability)	Y/N
	B.	Consistent with Strategic Plan	Y/N
	C.	Project listed in RTP & TDP	Y/N
II.	Mandates: (i.e. Safety, ADA)		20 points
III.	Replacement/Rehabilitation		
	A.	Urgent Replacement	15 points
	B.	Routine Replacement	12 points
	C.	System Completion	13 points
	D.	System Compatibility Improvements	10 points
IV.	Support for Service Expansion		
	A.	Direct Capital Support	12 points
	B.	Indirect Capital Support	10 points
V.	Project helps achieve key regional objectives		8 points

sept 24.

DRAFT

MEMORANDUM

Date: October 13, 1993

To: JPACT

From: Michael Hoglund
Manager, Regional Transportation Planning

Subject: FUNDING FOR ALTERNATIVE MODES IN THE ODOT 1993-1998 TRANSPORTATION IMPROVEMENT PROGRAM

In asking for recommendations for cuts to balance the 1993-1998 Transportation Improvement Program (TIP) the Oregon Transportation Commission (OTC) announced its intention to continue the policy direction set in the Oregon Transportation Plan (OTP). The pace and approach for how to include the alternative mode projects in the state TIP was left up to each ODOT region.

JPACT has the option of recommending a package of alternative mode projects [such as transit, bicycle, pedestrian, and transportation demand management (TDM)] for inclusion in the TIP. Inclusion of those projects would require additional cuts of projects in the TIP.

In developing a list of candidate alternative mode projects we are proposing to use the following:

Alternative Mode Program Objectives

1. Proposed projects are eligible for STP funds and can be developed and built by FY 1998;

2. Provides for a balanced multi-model system consistent with the OTP and the Regional Transportation Plan;

3. Will contribute to a reduction in single occupant vehicle trips;

4. Contributes to overall system efficiency and performance; and

5. Provides for a balanced funding program.

Proposed Program Design

ODOT/DLCD URBAN MOBILITY/URBAN GROWTH MANAGEMENT PROGRAM

I. GOALS

Help implement:

A. The Oregon Benchmarks for Quality of Life comprising the land use, transportation, and air quality components of the State's urban livability agenda (see attachment), especially the following "Urgent" and "Core" benchmarks:[1]

"Urgent" Mobility Benchmark -- vehicle miles traveled per capita in Oregon metropolitan areas (per year)

"Core" Transportation Benchmark -- percentage of Oregonians who commute (one-way) within 30 minutes between where they live and where they work

B. The Oregon Transportation Plan, especially the transportation system balance and land use policies (policies 1A and 2A, respectively)

II. OBJECTIVES

A. Outcomes

1. Help local governments comply with the Transportation Planning Rule (TPR) and meet challenges posed by urban growth

2. Integrate transportation and land use planning

3. Encourage land development patterns which support modal choice and high transportation facility performance

4. Strengthen growth management capability -- the capability to *effectuate* land use plans -- to enable achieving land development patterns which support modal choice and high transportation facility performance

5. Preserve and enhance urban livability

B. Program Design

1. Integrate the program with ODOT's Transportation Corridor Planning Program, including system planning, general planning, and refinement planning

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[1] *Oregon Benchmarks, Standards for Measuring Statewide Progress and Government Performance,* Oregon Progress Board, December 1992.

2. Place program implementation primarily at the region level

3. Secure the active involvement of local governments, regional organizations, and other interested parties

4. Coordinate the program with DLCD administration of the statewide planning program in urban areas

III. PROGRAM ELEMENTS

A. Grants

1. Transportation Planning Rule Grants

a. Purpose: to help local governments implement the TPR

b. Eligible uses

i. amendment of subdivision and zoning regulations to make development more transit, bicycle, and pedestrian-friendly

ii. updating non-MPO regional transportation system plans to comply with the TPR[2]

iii. updating local transportation system plans to comply with the TPR, including in MPO areas

c. Eligible recipients

i. cities

ii. counties

iii. Metro and councils of governments acting on behalf of cities and/or counties

d. Required local match: 20 percent of total cost, which may include staff time contributed by participating agencies

e. Statewide allocation to ODOT regions

i. 30 percent of funds allocated in equal amounts to each region

ii. 70 percent allocated to regions in proportion to urban population, i.e., population inside urban growth boundaries

---

[2]MPOs are already receiving funding from ODOT to update regional transportation system plans.

f. **Allocations within ODOT regions**

i. **establishment of allocation criteria**

A. between MPO areas and between MPO areas and non-MPO areas: by ODOT region offices and DLCD, in consultation with affected MPOs, cities, and counties

B. within MPO areas: by MPO, ODOT, and DLCD

C. within non-MPO areas: by ODOT region office and DLCD, in consultation with cities and counties

ii. **allocations**

A. between MPO areas and between MPO areas and non-MPO areas: by ODOT region office

B. within MPO areas: by MPO as part of unified work program

C. within non-MPO areas: by ODOT region office through ODOT/local agency agreements, including possible cluster memorandums of understanding

g. **Grant management: by ODOT region offices**

2. **Land Use Alternative Grants**

a. **Purpose:** to enable ODOT-sponsored transportation planning to consider alternatives which are feasible only if land use plans are amended

b. **Eligible uses**

i. consideration of land use plan amendments that:

A. alter land use models, patterns, densities, and designs, including associated street designs and layouts, to

1. shorten trip lengths, increase trip linking, and increase transit use(where applicable), walking, and biking; and

2. reduce traffic congestion and improve the performance of state transportation facilities; and

B. are conducted in conjunction with ODOT-sponsored transportation planning in urban areas, including system planning and associated refinement planning

ii. processes necessary to adopt such land use plan amendments, if a transportation strategy which relies on the amendments is selected

c. **Eligible recipients:** cities, counties, and MPOs in the MPO areas and Bend-Redmond area[3]

d. **Required local match:** 15 percent of total cost, which may include staff time contributed by participating agencies

e. **Statewide allocation**

i. 30 percent of funds allocated in equal amounts to each MPO and the Bend-Redmond area

ii. 70 percent allocated in proportion to MPO population and, for the Bend-Redmond area, the combined population inside the Bend and Redmond urban growth boundaries

f. **Awards within MPOs and Bend-Redmond area**

i. **award criteria**

A. MPO areas: established by MPO, ODOT, and DLCD

B. Bend-Redmond area: established by ODOT region office and DLCD, in consultation with Bend, Redmond, and Deschutes County

ii. **awards**

A. MPO areas: by MPO as part of unified work program

B. non-MPO areas: by ODOT/local agency agreements or a cluster memorandum of understanding between ODOT and Bend, Redmond, and Deschutes County

g. **Grant management:** by ODOT region offices

3. **Urban Growth Management Demonstration Grants**

a. **purpose:** to test and demonstrate new urban growth management tools intended to strengthen local government capacity to effectuate land use plans

b. **eligible uses:** projects which test and demonstrate recommendations of the DLCD urban growth management task force[4]

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[3]Eligibility beyond the MPOs and Bend-Redmond planned for the 1995-97 biennium.

[4]Recommendations, Urban Growth Management Task Group on Development Inside Urban Growth Boundaries, 10/29/92

c. **eligible recipients:** cities, counties, councils of governments, and, for cooperative and urban service agreements, special districts

d. **Required local match**

i. cooperative and urban service agreements: 20 percent of total costs, which may include staff time contributed by participating agencies

ii. other growth management tools: 15 percent of total cost, which may include staff time contributed by participating agencies

e. **Statewide allocation to ODOT regions:** same as TPR grants

f. **Grant awards within ODOT regions**

i. **award criteria:** DLCD in consultation with ODOT regions, MPOs, and non-MPO cities and counties

ii. **awards:** by DLCD and ODOT regions

g. **Grant management**: by DLCD in consultation with ODOT region offices

B. Technical Assistance

1. Purposes

a. To achieve local awareness and understanding of TPR and statutory urban growth management requirements

b. To make available models, examples, handbooks, and policy guidance for local use in complying with the TPR, pursuing transportation-efficient land use plan amendments, and testing and demonstrating urban growth management tools

2. Means

a. Regional workshops

b. Case by case assistance, including by providing models, examples, handbooks, and policy guidance

3. Provided by

a. ODOT region and DLCD staff (TPR and transportation-efficient land use plan amendment models, examples, handbooks, and policy guidance)

b. DLCD staff (urban growth management tool models, examples, and handbooks)

C. **Review of Plan and Ordinance Amendments Under TPR**

1. **Purpose:** to ensure compliance with the TPR and provide reviews of plan and ordinance amendments which are coordinated between ODOT and DLCD

2. **Means**

   a. plan and ordinance review by ODOT regions with ODOT Salem backup

   b. review by DLCD

   c. joint ODOT/DLCD review comments and positions provided to local governments

3. **Performed by ODOT region, ODOT Salem, and DLCD staff**

D. **Reduction of Regulatory Obstacles to Zoned Residential Densities**

1. **Purpose:** to reduce obstacles to achieving zoned residential densities in comprehensive plans, development codes, and plan and code administration, as a means of encouraging residential development which is supportive of transit use, walking, and biking

2. **Means**

   a. to identify obstacles: audits of plans, ordinances, and administration; complaints

   b. to respond to obstacles: assistance (e.g., alternative language, model ordinance provisions); persuasion; mediation

3. **Performed by DLCD staff**

E. **Urban Growth Management Tool Development**

1. **Purposes:** to formulate, refine, test, demonstrate, and begin implementation of the urban growth management tools recommended by the Task Group on Development Inside Urban Growth Boundaries, conducted in conjunction with urban growth management demonstration grants

2. **Means**

   a. refinement of growth management tool strategies and methodologies

   b. participation in demonstration grant projects

   c. evaluation of demonstration grant project results and preparation of handbooks

d. a task force on adapting property tax deferrals inside urban growth boundaries and infrastructure finance methods as growth management tools

e. policy development on growth management tools

3. Performed by DLCD staff and contractors

F. "Smart Development" Public Information and Advocacy Program

1. Purposes: to foster transportation-efficient land use patterns and development models

2. Means: creating or retaining a not-for-profit organization to:

a. develop and operate a public information program on the transportation and related benefits of alternative development patterns and infill and redevelopment;

b. develop and operate a "Transportation-Efficient/ Livable Community" certification and/or awards program;

c. work to reduce financing biases against transportation-efficient development models; and

d. provide technical assistance to help developers plan, design, and obtain financing for developments which accomplish reduced reliance on the automobile.

3. Oversight by DLCD staff

G. Least-Cost Land Use/Transportation Planning Method[5]

1. Purpose: to develop and demonstrate a least-cost land use/transportation planning method

2. Means: award a consultant contract to:

a. formulate a least-cost land use/transportation planning methodology;

b. work with the recipient of a test and demonstration grant awarded in conjunction with a project funded by a land use alternative grant;

c. conduct an evaluation of the test and demonstration project

3. Performed by ODOT staff with DLCD assistance

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[5] As a working definition, "least-cost land use/transportation planning" means a public process which involves: 1) identifying a range of land use/demand management/capital investment alternatives; 2) determining the "design life" of each alternative; 3) estimating their total costs; 4) calculating their "levelized costs"; and, 5) comparing and evaluating the alternatives based on levelized costs, appropriateness for the geographical area and transportation needs, and engineering feasibility.

Attachment

BENCHMARKS FOR QUALITY OF LIFE COMPRISING THE LAND USE, TRANSPORTATION, AND AIR QUALITY COMPONENTS OF THE OREGON URBAN LIVABILITY AGENDA

ODOT/DLCD Urban Mobility/Urban Growth Management Program

Benchmarks quoted from *Oregon Benchmarks, Standards for Measuring Statewide Progress and Government Performance,* Oregon Progress Board, December 1992.

Transportation

Percentage of Oregonians who commute (one-way) within 30 minutes between where they live and where they work

Percentage of miles of limited access highways in Oregon metropolitan areas that are not heavily congested during peak hours

Access to alternative transportation modes:

a. Transit hours per capita per year in Oregon metropolitan areas

b. Percentage of streets in urban areas that have adequate pedestrian and bicycle facilities

Percentage of Oregonians who commute to and from work during peak hours by means other than a single occupancy vehicle

Vehicle miles travelled per capita in Oregon metropolitan areas (per year)

Community Design

Percentage of new developments where occupants are within 1/2 mile of a mix of stores and services, transit, parks, and open spaces

Percentage of existing developments where occupants are within 1/2 mile of a mix of stores and services, transit, parks, and open spaces

Percentage of development in Oregon per year occurring within urban growth boundaries

Residences per acre within urban growth boundaries

Air Quality

Percentage of Oregonians living where the air meets government ambient air quality standards

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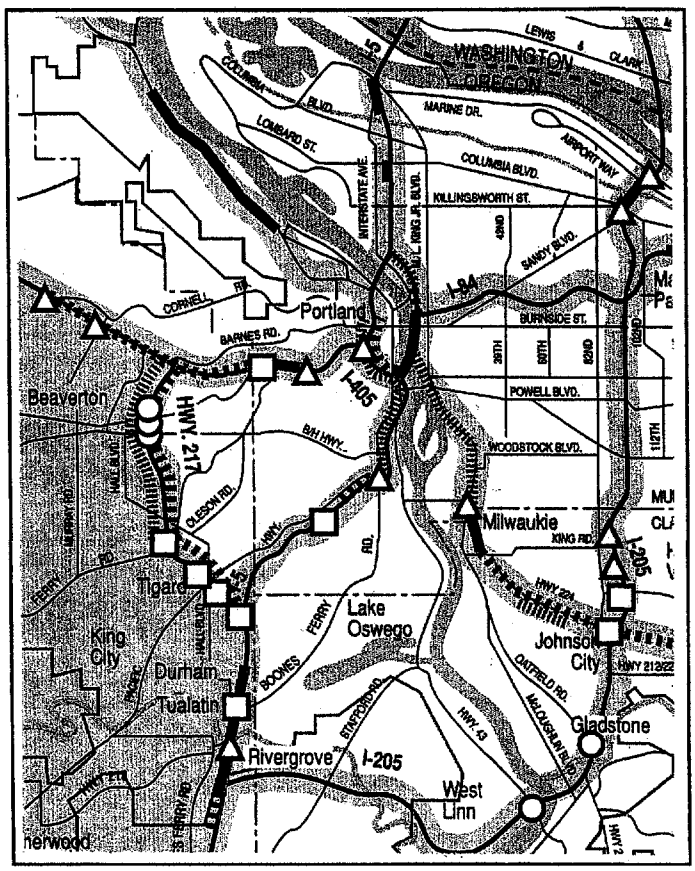
Proposal for Participation:

Congestion Pricing Pilot Project

(FWHA Docket No. 92-24)

Portland, Oregon Metropolitan Area



Re-application by:

METRO

October 14, 1993

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1797

METRO

October 8, 1993

Mr. Robert Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, N.E.
Salem, OR 97301

Subject: Portland Metropolitan Area Congestion Pricing Pilot Project

Dear Mr. Clour:

On behalf of the Portland metropolitan area, Metro is pleased to resubmit an application to the Federal Highway Administration (FHWA) for federal grant funding for a Congestion Pricing Pilot Project pursuant to Section 1012 (b) of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991.

This application is endorsed by Metro's regionally elected Council and its federally designated MPO, the Joint Policy Advisory Committee on Transportation (JPACT). JPACT is comprised of elected officials from the region's cities and counties and selected transportation/environmental quality agency directors. The Oregon Transportation Commission (OTC) and the Oregon Department of Transportation (ODOT) support the application. In addition, a diverse group of business, environmental, and citizen organizations and individuals have endorsed the region's application.

The region is particularly excited about the opportunity to participate in the pilot program for a number of reasons:

1. **Congestion Pricing is Identified as a Key Strategy in a Number of State, Regional, and Local Planning and Policy Documents.** Implementation of a congestion pricing pilot project has received policy approval from both state and regional bodies and is included as a strategy or is wholly consistent with Metro's Regional Transportation Plan, ODOT's Oregon Transportation Plan, the State's Transportation Planning Rule (which requires jurisdictions and metropolitan areas to develop transportation plans which achieve 20 percent per capita reductions in vehicle miles of travel over the next 30 years), and the City of Portland's strategic "Portland Future Focus."

In general, congestion pricing is consistent with the historically innovative and committed approach of the Portland region and the State of Oregon to the management of growth and the maintenance of livability.

2. **Congestion is Worsening in the Portland Region.** The Portland region is growing rapidly. Combined with physical, financial, and policy constraints which severely limit highway capacity expansion, the region is experiencing significant congestion. This congestion is only expected to worsen. For 1989, the Texas Transportation Institute ranked Portland area congestion as the 17th worst of the 50 largest urban areas in the nation. Substantial growth in the region since 1989 has likely worsened the condition. That recent growth, as well as anticipated growth, has and will lie within the region's State-enforced Urban Growth Boundary. In order to accommodate growth and maintain the growth boundary, this region sees pricing as an essential alternative to controlling congestion and urban sprawl. A Portland area pilot project would serve as a useful model for other similarly congested and rapidly growing urban areas.

3. **Air Quality Improvement.** The Portland area is in non-attainment for both Carbon Monoxide and Ozone. While the region anticipates meeting Clean Air Act attainment deadlines, forecast growth will require implementation of innovative air quality improvement strategies. Congestion pricing is being considered for both our SIP updates and our long-term maintenance plans. The pilot project will enable this area to better determine the effect of pricing on air quality.

The Portland region pilot project would be structured in five phases around two major components: 1) public outreach and alternatives analysis, and 2) implementation and monitoring/evaluation. Consistent with ISTEA, our pilot project will provide Congress and FHWA with a comprehensive, region-wide approach and provide a greater understanding of congestion pricing as it relates to a typically congested urban area in the United States. The phased Portland region pilot project will provide FHWA and Congress with a number of useful products, including:

- A model public outreach and involvement program for congestion pricing. The program would be a nationally useful example, identifying crucial steps and activities, key stakeholders, and institutional frameworks necessary to successfully apply congestion pricing.

- A standardized, calibrated regional travel forecasting tool which incorporates congestion pricing elasticities based on advanced stated preference surveys. As adjusted for local conditions, the model would apply to other urban areas.

- Alternatives analysis of congestion pricing options which uses the public process, the travel forecasting model, and other planning tools to first examine the potential effects of various pricing strategies on the entire Portland region (a region-wide analysis); and, second, to examine specific congestion pricing alternatives and their potential for solving congestion and meeting other study goals in key specific areas or corridors. The alternatives analysis will conclude in the selection of a preferred alternative for implementation.

- A demonstration of congestion pricing in the preferred corridor or area as based on the alternatives analysis and selection in Phases I and II. The demonstration would utilize and test the latest electronic applications and would encompass a large enough area to provide "generic" information on effects of the pilot for other urban areas interested in the concept.

- An evaluation and report of the entire program, including the public process and outreach programs as they occur in all phases, an analysis of pilot project effects consistent with FHWA guidelines and study objectives, and any final recommendations, including program continuation, refinement, or termination.

The Portland pilot project offers a unique opportunity to evaluate the concept of congestion pricing, unlike anything that has been done before in this country. As noted, the pilot project itself will provide a number of useful products which can be nationally applied. Also, the Portland region has a proven record of accomplishment in implementing difficult, yet innovative, planning tools. Finally, the Portland area's institutional framework, with a strong regional government and a history of regional consensus and cooperation, is ideal for addressing this politically and technically challenging concept.

The Portland region is committed to the implementation of a congestion pricing pilot project. We hope you look favorably upon our request. If you need more information or have questions regarding the proposal, please contact Mr. Michael Hoglund, Metro's Manager for Regional Transportation Planning at (503) 797-1743.

Sincerely,

Richard D. Engstrom
Deputy Executive Officer

MH:ad
Attachment

Proposal for Participation

Congestion Pricing Pilot Program

(FHWA Docket No. 92-24)

Portland, Oregon Metropolitan Area

Reapplication by Metro

October 14, 1993

This application to the Federal Highway Administration (FHWA) for funding under the Congestion Pricing Pilot Program (FHWA Docket No. 92-24; as extended) is submitted by Metro with endorsement by the Oregon Department of Transportation (ODOT). Metro is the federally designated Metropolitan Planning Organization for the Oregon portion of the Portland metropolitan area. Questions and/or comments can be directed to the following individual:

Michael G. Hoglund, Manager
Regional Transportation Planning
Metro
600 N.E. Grand Avenue
Portland, OR 97232-2736

Phone: (503) 797-1743
FAX: (503) 797-1794

TABLE OF CONTENTS

SECTION VI: Detailed Description of Congestion Problems

SECTION VII: Monitoring, Modeling and Evaluation Methodology

APPENDICES

LIST OF TABLES

LIST OF FIGURES

SECTION I: Executive Summary

I. Executive Summary

A. Introduction

Consistent with the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the Portland metropolitan area application for funding of a Congestion Pricing Pilot Project will provide Congress and FHWA with a comprehensive, region-wide analysis, test, and evaluation of the concept. The five-phased Portland area application will provide FHWA and Congress with a number of useful products which can be used in other growing and typically congested urban areas in the United States. These products include:

- A model public outreach and involvement program for congestion pricing. The program would be a nationally useful example, identifying crucial steps and activities, key stakeholders, and institutional frameworks necessary to successfully apply congestion pricing.

- A standardized, calibrated regional travel forecasting tool which incorporates congestion pricing elasticities based on advanced stated preference surveys. As adjusted for local conditions, the model would apply in other urban areas.

- A Congestion Pricing Alternatives Analysis which utilizes the public process, the travel forecasting model, and other planning tools to first examine the potential effects of various pricing strategies on the entire Portland region (a region-wide alternative); and second to examine specific congestion pricing alternatives and their potential for solving congestion and meeting other study goals in key specific areas or corridors. The alternatives analysis will conclude in the selection of a preferred alternative for implementation. A map of the region is provided in Figure 1.

- A demonstration of congestion pricing in the preferred corridor or area as based on the alternatives analysis and selection in Phase I. The demonstration would utilize and test the latest electronic applications and would encompass a large enough area to provide "generic" information on effects of the pilot for other urban areas interested in the concept.

- An evaluation and report of the entire program, including the public process and outreach programs as they occur in both phases, an analysis of pilot project effects consistent with FHWA guidelines and study objectives, and any final recommendations, including program continuation, refinement, or termination.

The application enables the region to evaluate the potential for congestion pricing to meet federal, state, regional, and local transportation and air quality objectives.

Congestion pricing as a concept is included in a number of state, regional, and local plan and policy documents, including Metro's Regional Transportation Plan, ODOT's Oregon Transportation Plan, the State's Transportation Planning Rule (which requires jurisdictions and metropolitan areas to develop transportation plans which achieve 20 percent per capita reductions in vehicle miles of travel over the next 30 years), and the City of Portland's strategic "Portland Future Focus." The application will allow the region to test these policies from a technical, policy, and public basis.

Further, the region's institutional framework includes a strong MPO with an elected Council and a history of cooperation and consensus between state and regional agencies and local jurisdictions. This framework has been nationally recognized as essential to successfully implement a congestion pricing pilot project of this magnitude.

B. Project Goals and Objectives

The overall goals of the Congestion Pricing Pilot Project application are to provide for a regional implementation of congestion pricing (perhaps on a corridor-by-corridor basis); and to develop a nationally applicable process for gaining public and political acceptance of congestion pricing. Supporting these goals are the following objectives:

1. Assess the case for and against congestion pricing, and its practical feasibility with regard to regional (transportation and air quality) goals.

2. Increase awareness and understanding of congestion pricing among the general public and elected officials in the Portland metropolitan area.

3. Develop regional consensus on a congestion pricing pilot project implementation plan.

4. Implement congestion pricing as per approved plan, above.

5. Monitor and evaluate the pilot project.

C. Project Tasks/Schedule

The Portland Area Congestion Pricing Pilot project will be conducted over five distinct phases. The general workplan contained within this application describes tasks for: I) alternatives analysis and initial public involvement; II) selection of a preferred alternative; III) final design; IV) implementation of the pilot project; and V) evaluation and monitoring of the pilot project. Interim reports will be prepared and submitted to FHWA at the completion of critical phases. A final report,

including a comprehensive evaluation of the demonstration, will be submitted to FHWA and Congress at the conclusion of the pilot project. The pilot project and all interim reports and the final report will be completed within the life of ISTEA.

Highlights of the Portland Area Congestion Pricing Pilot include:

- Public Involvement. A Public Involvement and Education Plan (PIEP) is attached as an appendix to this application. The objectives of the PIEP are to lay a foundation of public support for a congestion pricing pilot project; to educate and inform citizens and policy makers as to the benefits of congestion pricing; and to secure regional consensus of a preferred alternative for the pilot project.

  The PIEP is a comprehensive approach utilizing a wide array of public involvement techniques and tools. Public attitudes will be developed and information disseminated through surveys, small household type gatherings, neighborhood meetings, large workshops, and at public hearings. Appropriate media resources will be used and complex technical information will be translated into usable formats in order to maximize public understanding and discussion.

- Model Enhancement. Updated household and "stated preference" surveys will be used to enhance Metro's regional EMME/2 travel forecasting model. Stated preference survey techniques offer the most viable method for determining behavior absent observed information.

- Alternatives Analysis. Alternatives will be developed and refined through the study's project management and public processes. A broad range of options will be screened and a select number of promising alternatives forwarded into alternatives analysis. A region-wide application will be included in the full alternative analysis. Evaluation criteria will reflect FHWA pilot program and locally developed objectives.

- Final Design/Implementation. Final design will consist of final engineering, administration, and other preparations necessary for implementation. Public involvement at this stage will concentrate on educating the public on how to use the upcoming system. Implementation of the preferred alternative will continue public education on the use of the system and will test the technology and its effect relative to FHWA and study objectives. Metro is proposing electronic tolling and advanced enforcement technology for the pilot. Actual technologies will be finalized during alternatives analysis and final design activities.

- As noted, interim and final reports will be submitted on key elements or products, including a final evaluation. The final evaluation will include baseline and pilot project information.

Metro will be the lead agency for the pilot project. However, in addition to extensive public outreach, the project will utilize a regional consortium of local jurisdictions, State agencies, and transportation providers in significant participatory roles. Administrative oversight will be through appropriate management and technical committees. Most final decisions will be made through the Joint Policy Advisory Committee on Transportation (JPACT) and Metro's elected Council. In addition, certain actions will be pursued through the Oregon Transportation Commission, the Oregon Legislature, and the Tri-Met (transit authority) Board, and local planning commissions and City Councils.

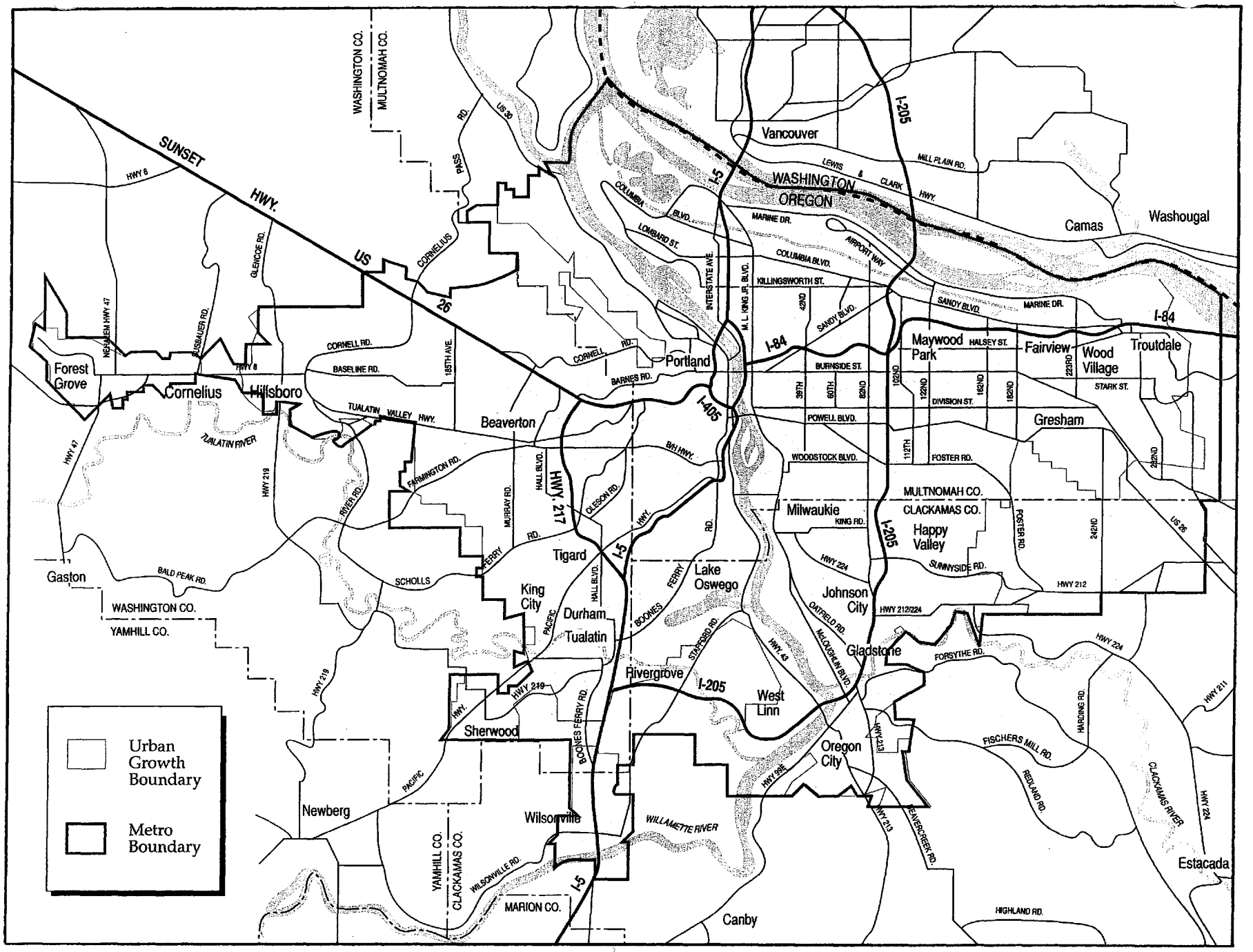
Pilot project products will be the responsibility of Metro staff and project consultants. However, certain key products will be the responsibility of the regional consortium. In particular, local public affairs staffs will be used to supplement the Metro public involvement effort.

D. Application Overview

The application is divided into seven sections and appendices. Following this Executive Summary, Section II lists the Portland Area Pilot Project Goals and objectives. Section III provides a flow chart of the Work Plan and Schedule and a brief description of each task. The Study Budget and Financial Plan comprises Section IV.

Section V compiles regional support for the pilot project and offers a perspective on the reasons for selecting the Metro application. Section VI details Portland area congestion problems and Section VII provides a technical overview as to pilot project monitoring, modeling, and evaluation methodologies.

A series of four appendices include a JPACT/Metro Council resolution endorsing the pilot project; letters of support from interest groups and stakeholders; a summary of Oregon's Transportation Planning Rule; and a draft Public Involvement and Education Plan.



METRO

Metro and Urban Growth Boundaries

Figure 1

SECTION II: Portland Area Pilot Project Goals and Objectives

II. Portland Area Pilot Project Goals and Objectives

This section describes the overall goals and objectives of the Portland metropolitan area congestion pricing pilot project. The goals and objectives are oriented toward clarifying the measurable results of congestion pricing in the Portland region and providing a process which can be used nationally to implement congestion pricing.

A. Overall Goals

1. Regional implementation of congestion pricing (perhaps phased in on a corridor-by-corridor basis)

2. Development of a nationally applicable process for gaining public and political acceptance of congestion pricing

B. Objectives of the Pilot Project

1. Assess the case for and against congestion pricing, and its practical feasibility, with regard to the following regional goals:

   - Reduce peak-period congestion, principally through reduced peak-period SOV use;
   - Reduce regional VMT;
   - Reduce regional motor vehicle emissions;
   - Improve regional mobility (as measured by travel times, availability and use of modal alternatives, etc.);
   - Minimize cost of future highway investments;
   - Improve overall transportation and land use efficiencies in the region;
   - Avoid or mitigate negative impacts on neighborhoods and businesses;
   - Develop a pilot project which is revenue neutral; and
   - Develop a proposal with the cooperation and support of the affected jurisdictions and neighborhoods

2. Increase awareness and understanding of congestion pricing among the general public and elected officials in the Portland/Metro region

3. Develop regional consensus on a congestion pricing pilot project implementation plan, including:

   - Congestion pricing test sites (e.g. corridors)
   - Schedule for implementation; and
   - Tolling technology

4. Implement congestion pricing as per approved plan above

5. Monitor and evaluate the pilot project

SECTION III: Work Plan and Schedule

III. Work Plan and Schedule

Metro is proposing a five-phase congestion pricing demonstration project for the Portland area. This section provides a proposed work plan and timeline for the project.

A. General Work Plan

This general work plan describes tasks for: I) alternatives analysis and initial public involvement; II) selection of a preferred alternative; III) final design; IV) implementation of the pilot project; and V) evaluation and monitoring of the pilot project.

The work plan discusses the technical work tasks and products for the five phases of the pilot project. The work plan includes preliminary scheduling of key public involvement events. The draft Public Involvement and Education Plan (PIEP), which is included in this application as Appendix D, contains a detailed description of the proposed work program for public involvement and education. The Citizens Advisory Committee will finalize the PIEP. As part of its congestion pricing pilot project, Metro will manage a comprehensive and aggressive effort to involve and educate the region's public policy makers, community leaders and citizens.

A Project Management Group (PMG) will coordinate overall planning and implementation of the congestion pricing pilot project. Metro will chair the PMG. The PMG will include members drawn from the local, regional and state agencies represented on TPAC.

Metro will complete much of the analysis and modeling work with its own staff, but consultants will be hired for many tasks, including surveys and design and engineering work.

Metro will prepare interim and final reports for FHWA on the progress and results of the pilot project. Metro will analyze and evaluate the results of each phase and make recommendations to improve the process.

PHASE I: ALTERNATIVES ANALYSIS AND INITIAL PUBLIC INVOLVEMENT

Task No.	Task
1.1	Form Technical Advisory Committee (TAC) *The TAC will advise the Project Management Group on technical matters relating to the Congestion Pricing Pilot Project. JPACT/Metro Council will approve members by resolution.*

1.2 Form Citizens Advisory Committee (CAC)
The CAC will provide a forum for discussions among the region's many interest groups (e.g. businesses, environmental organizations, neighborhood associations). This committee will also generate broader public involvement by disseminating information from its members to those members' constituents. JPACT/Metro Council will approve members by resolution.

1.3 Finalize Public Involvement and Education Plan
The CAC will finalize the Public Involvement and Education Plan (PIEP) as one of its first tasks. The PIEP will include: 1) a framework for presentation of congestion pricing alternatives and supporting data to the public; and 2) a description of the process for selection of preferred alternative. As part of this task, Metro will conduct research on public opinion to assess initial public response and identify primary issues. This research will include focus group surveys, stakeholder interviews and public opinion polls.

1.4 Compile and analyze baseline model data
Metro will use its travel forecasting model to define baseline information on regional travel patterns, system conditions, and congestion problems. Metro will use this data to identify candidate projects for the application of congestion pricing. Candidate projects will include corridor, facility, subregional and regional scenarios.

1.4.A Describe transportation system supply
Metro will describe characteristics of the regional transportation system supply, including routes, origins/destinations served, capacities, transit frequencies, and costs and fares.

1.4.B Describe current travel demand
Metro will describe current demand on the regional transportation system, including number of trips, trip purpose, time of day of trip, and origin-destination pairs.

1.4.C Describe current system conditions
Metro will describe the current conditions on the regional transportation system which result from linking demand for travel with the system supply. Metro will describe characteristics of the performance of the system, such as traffic volumes, congestion levels, travel times, average speed, and hours of delay. Metro will also identify impacts of travel patterns on air quality, fuel consumption, job accessibility and economic development.

1.5 Initiate public education/information program

Metro public involvement staff will present information on the concept of congestion pricing at informal small group meetings to involve and educate the public. Staff will also present current data on travel patterns and transportation system conditions will also be presented to describe congestion problems. Staff will hold meetings for business interests and the general public.

1.6 Develop alternative scenarios and ranking criteria

The goal of this task is to produce a set of alternative facility, corridor, subregional, and regional scenarios for testing congestion pricing in the region. Metro will develop a detailed description of each scenario. Metro will draft evaluation criteria to use in ranking the model results. The evaluation criteria will respond to the goals and objectives of the pilot project and will address, at a minimum, transportation, socioeconomic and environmental concerns. The TAC and CAC will approve the ranking criteria.

1.6.A Develop screening criteria to use in defining the alternative scenarios to be modeled. The description of each scenario will address the following elements:

- Tolling technology
- Pricing strategies
- Mitigation techniques
- Commute patterns
- Availability of alternative routes, modes
- Congestion levels
- Administrative feasibility
- Legal feasibility
- Environmental and socioeconomic impacts

1.6.B Finalize list of congestion pricing alternative scenarios to be modeled

1.6.C Develop criteria to rank alternative scenarios

1.7 Enhance regional model to evaluate congestion pricing

Metro will use the results of the stated preference survey[1] on congestion pricing to calibrate the regional travel forecasting model. Metro will adjust various trip parameters, such as trip generation and distribution and mode split, to reflect changes in travel behavior under congestion pricing. Following these adjustments, the regional model will be capable of

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[1]See Section VII for a description of stated preference surveys

forecasting regional travel patterns and conditions with congestion pricing 1) on particular facilities, 2) along corridors, 3) at a subregional level, or 4) throughout the region.

1.7.A Conduct stated preference survey (will follow Metro's regional household survey on travel behavior)

1.7.B Update model parameters to reflect effects of congestion pricing on the following trip characteristics:

- Trip generation
- Trip distribution
- Trip chaining
- Route assignment
- Mode choice
- Time of day of travel
- Day of week of travel

1.8 Model, evaluate and rank alternative scenarios

Metro will perform model runs for each congestion pricing scenario, resulting in a forecast of travel patterns and conditions. Metro will use qualitative and quantitative methods, such as business surveys and air quality modeling, to analyze economic and environmental impacts of each scenarios. Metro will evaluate each scenario against the ranking criteria established in task 1.6.C. and apply ranking scores. This task will include the preparation of reports describing the modeling activities, evaluation methodology and ranked results.

1.8.A Perform model runs for various alternative scenarios

1.8.B Evaluate model results for effectiveness in achieving the goals and objectives of the pilot project, and for environmental and socioeconomic impacts

1.8.C Rank alternative scenarios using criteria established in task 1.6.C

1.9 Evaluate public involvement in Phase I - Alternatives Analysis and Initial Public Involvement

Metro will monitor and evaluate public involvement throughout the pilot project. As part of its critical review, Metro will continually update and improve the public involvement procedures. Metro will provide an analysis of public involvement in the interim and final project reports for FHWA. Supplementary documentation of public involvement will include a

description of the level of participation in workshops and public meetings, and a report on comments and suggestions made by the public and subsequent actions taken.

1.10 Produce interim project report for FHWA on activities completed during Phase I
In an interim project report on Phase I, Metro will describe public involvement activities, the alternative scenarios, model output, ranking criteria and ranked results.

PHASE II: SELECTION OF PREFERRED ALTERNATIVE

2.1 Develop conceptual designs for the highest ranking alternatives.
The TAC and CAC will approve these conceptual designs. The preliminary design for each alternative will include:
- *Technological requirements*
- *Cost/revenue estimates*
- *Recommendations for mitigation of transportation impacts*
- *Recommendations for mitigation of socioeconomic impacts*
- *Projected impact on congestion*

2.2 Present highest ranking alternatives to the public
The final PIEP will outline the process to present the best alternatives, which will include:
- *Public workshop*
- *Community outreach meetings*
- *Presentations to elected officials*

2.3 Select preferred alternative
Using federal guidelines and the process identified in the final PIEP, a preferred alternative will be selected.

2.4 Produce interim project report for FHWA on activities completed during Phase II
Metro will analyze and report to FHWA on the conceptual designs for the highest ranking alternatives, public presentations and the selection process for the preferred alternative.

PHASE III: FINAL DESIGN

3.1 Form Congestion Pricing Demonstration Project Task Force
The Task Force will build upon the work of the Citizens Advisory Committee, but will focus on design and implementation of the preferred alternative at

the local level. Metro will select additional or new members based on the nature of the preferred alternative selected. Metro will choose members to address the specific interests (e.g. businesses, neighborhoods, environmental groups) which may be impacted by the project.

3.2 Initiate public meetings and workshops in impacted area
Metro will hold meetings with neighborhood organizations and businesses in the impacted area to ensure that the final project design addresses their concerns.

3.3 Finalize design for preferred alternative
The final design will include:

- *Administrative plan for implementation*
- *Final project design, maps, drawings*
- *Costs for capital improvements, operating expenses*
- *Mitigation plan for transportation impacts*
- *Mitigation plan for environmental and socioeconomic impacts*
- *Final budget showing expenses and use of revenues*
- *Projected impact on congestion*

3.4 Produce interim project report for FHWA on activities completed during Phase III
Metro will produce an interim report for FHWA which describes the public and technical process to finalize the design for the preferred alternative.

PHASE IV: IMPLEMENTATION OF PILOT PROJECT

4.1 Expand public information and media campaign
Expansion of the public outreach activities will be critical as the pilot project moves forward to implementation. Metro will hold workshops and public meetings around the region to educate the public about the pilot project. Metro will also distribute information about congestion pricing through the media.

4.2 Secure state (legislative) and regional (JPACT/Metro Council) authority for implementation of preferred alternative
Proper legal authorities, including the state legislature and Metro Council, will have to approve the pilot project before it is implemented. Metro has begun discussions with these bodies. Metro will continue such discussions throughout the analysis and selection of the preferred alternative.

4.3 Develop agreement between involved agencies to define implementation and monitoring responsibilities

Several agencies and jurisdictions, including the Oregon Department of Transportation (ODOT), Metro and Tri-Met, will be involved in implementing the preferred alternative. This task will require final agreements on administrative responsibilities, timing and budgeting in order to coordinate capital improvements with mitigation improvements and public education activities. Initial discussions on administrative responsibilities have begun, and the involved agencies expect to finalize the agreement in a timely manner.

4.4 Implement capital improvements

ODOT will construct capital improvements identified in the final design (developed in Phase III) at this time. Improvements to facilities could include electronic tolling and monitoring devices, minor roadway improvements, and installation of surveillance equipment. Needed capital facilities will also include a central processing center to control monitoring and billing.

4.4.A Begin construction/installation of tolling equipment

4.4.B Begin operation of tolled networks

4.5 Implement mitigation plan for transportation impacts

The final design for the congestion pricing pilot project will include a plan for transit service improvements to mitigate negative impacts and provide enhanced alternatives for peak hour travel. Mitigation measures could also include expansion of ridesharing services and operational improvements to manage traffic redistributed onto alternate routes.

4.6 Implement mitigation plan for environmental and socioeconomic impacts

Local jurisdictions will implement efforts to mitigate negative impacts on businesses and individuals concurrent with the pricing project. The jurisdictions would also implement techniques to mitigate adverse impacts on the environment (e.g. air, water, natural resources).

4.7 Produce interim project report for FHWA on activities completed during Phase IV

Metro will report to FHWA on the implementation of the pilot project, including public outreach, legal and administrative approval, construction and operation of the tolled networks, and initiation of mitigation techniques.

PHASE V: EVALUATION AND MONITORING OF PILOT PROJECT

5.1 Develop plan to monitor pilot project and produce reports

The Project Management Group, in consultation with the advisory groups, will outline responsibilities and develop procedures for monitoring travel behavior and other effects in the priced area. The monitoring plan will define the types of data, including traffic counts and transit ridership levels, that will be collected during the pilot project. Metro will also monitor the costs of using the transportation system (e.g. parking costs, transit fares). The plan will also include procedures for monitoring environmental and socioeconomic impacts.

5.2 Collect and analyze data

Metro and other agencies will collect and analyze data as determined by the monitoring plan (see Task 5.1).

5.3 Conduct post-implementation surveys of stated preference survey participants

Metro will conduct follow-up interviews of stated preference survey participants in priced areas to determine short and long-term changes in their behavior under congestion pricing.

5.4 Evaluate and compare survey results

Comparing the pre-implementation (stated preference) and post-implementation (revealed preference) surveys will generate information on short and long-term changes in travel behavior that resulted from congestion pricing. Metro will correlate the revealed preference data with the background household information previously obtained from the survey participants.

5.5 Evaluate effectiveness of pilot project in achieving goals and objectives

Following implementation of the congestion pricing pilot project, Metro will lead an evaluation of the effectiveness of the project. The region's goals and objectives for the project, as outlined in Section II, will guide this analysis. Metro will prepare evaluation reports as part of this task.

5.6 Recommend improvements and future applications of congestion pricing strategies

Metro and the other project sponsors expect that the pilot project will generate significant discussion in the region of the concept of congestion pricing and issues related to its implementation. The Project Management Group will document Portland's experience with congestion pricing and make recommendations for future applications of pricing strategies.

5.7 Produce final project report for FHWA

Metro will produce a final comprehensive report for FHWA to describe and evaluate the region's experience with planning and implementing the congestion pricing pilot project. In the report, Metro will include a detailed analysis of what conclusions can be drawn from the pilot project and how those conclusions can be used elsewhere in the country.

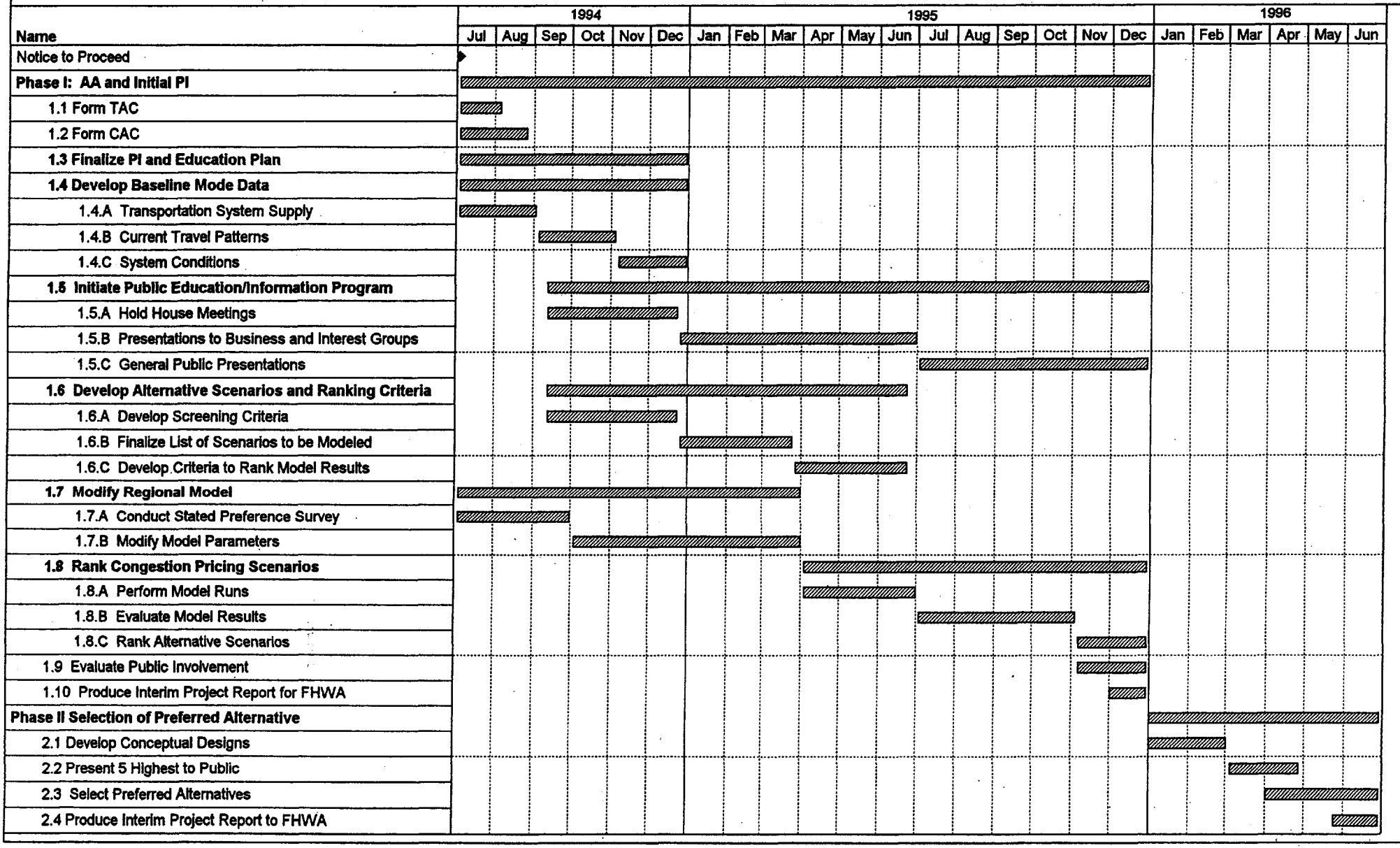
B. Schedule

The proposed timeline for project activities showing start times, estimated duration, and milestones is shown on the following page.

Metro - Portland, OR

Congestion Pricing Pilot Project

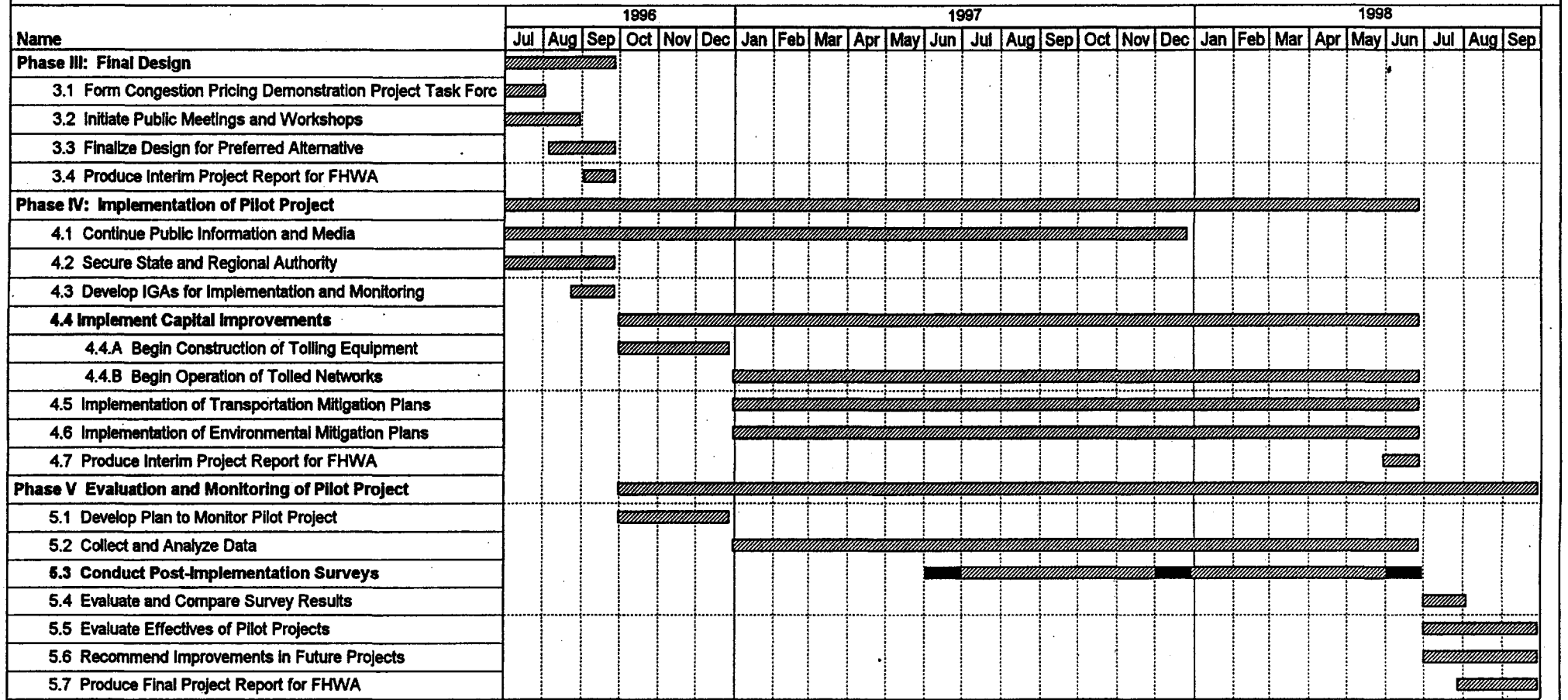
10/7/93



Metro - Portland, OR

Congestion Pricing Pilot Project

10/7/93



SECTION IV: Budget and Financial Plan

IV. Budget and Financial Plan

This section describes a preliminary budget for the Portland area congestion pricing pilot project. Metro will determine a more comprehensive and final budget once the study phase has been completed and has begun final design for the preferred alternative.

This budget estimate has been broken down into the following subsections: A) general administrative activities; B) public involvement and educational outreach efforts; C) Phase I - alternatives analysis and initial public involvement; D) Phase II - ranking and selection of preferred pilot project alternative; E) Phase III - final project design; F) Phase IV - project implementation; and G) Phase V - evaluation and monitoring. Task numbers refer to the Work Plan and Schedule described in the previous section.

TOTAL ESTIMATED BUDGET: $15,414,250

A. General Administration

Budget: $100,000

Metro will provide general administration of the project by performing the following activities:

1. Coordination of Activities

Metro will head up the Project Management Group (PMG), which will be responsible for management of planning, implementation, and monitoring of the pilot project. Metro and the PMG will be responsible for outlining the work to be performed, defining and coordinating the work of participating local agencies and hired consultants, and producing final products that are supported by regional consensus. Metro will provide appropriate and timely information for consideration at TAC, CAC, TPAC, and JPACT meetings and will coordinate all meeting notices and other mailings.

2. Management of Funds

Metro will maintain budget and financial records for tasks associated with the pilot project. Metro will provide administrative support for intergovernmental agreements and consultant contracts. Metro, as lead agency, will receive FHWA Congestion Pricing Pilot Program grant funding. Metro will disburse funds as needed, according to the following guidelines:

(a) Intergovernmental agreements approved by JPACT and signed by Metro and participating jurisdiction(s), will govern coordinated pilot project efforts undertaken, including disbursement of funds to pay for these tasks.

(b) Pilot project efforts undertaken by consultants and contractors will be performed and paid for under the terms of contractual agreements approved by JPACT and signed by Metro and the consultant/contractor.

B. Public Involvement and Education

Budget: $1,250,000

The Public Involvement and Education Plan (see Appendix D) describes four primary areas of concentration: public education, public involvement, public opinion, and the media. Products and staff/consultant expenses including benefits for each element of the Public Involvement Plan are given below.

1. Public Education

Expenses for public education will include publishing a newsletter, preparing audio/visual aids, and holding community outreach meetings. The newsletter will be published on a regular basis to individuals, businesses, neighborhood organizations, business groups and interest groups. The newsletter may also be used to distribute surveys and questionnaires. The plan will involve the development of a slide show or video presentation to explain the concept of congestion pricing and the link between good land use policy, transportation, and livability. Staff will conduct public outreach meetings during each phase of the demonstration project to provide information educate the public about congestion pricing and how to access the public involvement process.

2. Public Involvement

Expenses for public involvement will include copying and postage for mass mailings, salary and benefits for one full-time staff person, consultant contract, and the development of graphic materials for community meetings.

3. Public Opinion Research

Expenses for public opinion assessment will include staff time, consultant fees, participant stipends, preparation of survey instruments, and analysis of results.

4. The Media

Expenses for media coverage will include fees for advertising such as full page adds in the Oregonian, the preparation and printing of informational brochures, and bumper stickers, the use of radio spots, and conducting meetings and workshops.

C. Phase I - Alternatives Analysis and Initial Public Involvement

Budget: $350,000

The following work tasks are included in the budget for data development and alternatives analysis. Costs also include Metro staff, consultant support, and local jurisdiction support. See Section III for a full description.

1.4 Develop baseline model data
- 1.4.A Describe transportation system supply characteristics
- 1.4.B Describe current travel patterns
- 1.4.C Describe existing system equilibrium conditions

1.6 Develop alternative scenarios and ranking criteria
- 1.6.A Develop screening criteria for selection of alternative scenarios.
- 1.6.B Finalize list of congestion pricing alternative scenarios to be modeled
- 1.6.C Develop criteria to rank model results

1.7 Modify regional model to evaluate congestion pricing
- 1.7.A Conduct stated preference survey
- 1.7.B Modify model parameters for effect of congestion pricing

1.8 Rank congestion pricing scenarios
- 1.8.A Perform model runs for various alternative scenarios
- 1.8.B Evaluate model results
- 1.8.C Rank alternative scenarios

D. Phase II - Selection of Preferred Alternative

Budget: $250,000

The following work tasks are included in the budget for selecting the preferred alternative. Costs include Metro staff, consultant, and local jurisdiction support. See Section III for a description of these work tasks.

2.1 Develop conceptual designs for the highest ranking alternatives determined in the Alternatives Analysis (Phase I)

2.3 Select preferred alternative

E. Phase III - Final Design

Budget: $250,000

The following work task is included in the budget for final design of the preferred alternative. This task includes preliminary engineering, construction and/or modifications to streets, ramps, or intersections as necessary, improvements to adjacent facilities if needed, and Tri-Met staff support for implementation of transit alternatives for project mitigation. See Section III for a description of this work task.

3.3 Finalize design for preferred alternative

F. Phase IV - Implementation of Pilot Project

Budget: $13,064,250

The following work tasks are included in the budget for implementing the preferred alternative. See Section III for a description of these work tasks. These estimates were based on a hypothetical implementation scenario and unit costs for providing standard transit service. These estimates may be somewhat higher or lower if the project is implemented with other alternatives such as: LRT, demand responsive service, private providers, carpool, telecommute, etc.

4.4 Implement capital improvements

The pilot project study will examine several implementation scenarios. However, for the purposes of estimation, a hypothetical implementation scenario in a congested corridor is assumed.

The hypothetical implementation scenario includes the following costs:

88 Monitors (tag readers)	*$ 902,000*
Central processing facility (billing, monitoring, data collection)	*1,200,000*
88 Surveillance cameras	*176,000*
Electronic vehicle tags (100,000)	*3,500,000*
Manual toll collection equipment	*880,000*
Highway ramp/toll plaza modification	*3,000,000*
Purchase of maintenance equipment	*200,000*
Total estimated cost	*$9,858,000*

4.5 Implement mitigation plan for transportation impacts

The following represent costs of alternative transportation needs for the hypothetical implementation scenario:

Transit capital costs	*$2,400,000*
Transit operating expenses	*806,250*
Total estimated cost	*$3,206,250*

The above estimate assumes the purchase of 12 buses @ $200,000 each and operating expenses for 10 peak buses @ $43.00 per peak hour x 5 hours per weekday x 250 weekdays per year for 18 months.

4.6 Implement mitigation plan for environmental and socioeconomic impacts

The mitigation plan will consider strategies such as providing subsidies to lower income households either through a redistribution of the revenue generated or by reducing the fee charged to such individuals. Economic impacts to business/commercial operations and environmental impacts will also be addressed by the plan.

G. Phase V - Evaluation and Monitoring

Budget: $150,000

The following work tasks are included in the budget for evaluation and monitoring of the pilot project. Costs include Metro staff, consultant, and local jurisdiction support and report preparation. See Section III for a description of these work tasks.

5.2 Collect and analyze data

5.5 Evaluate effectiveness of pilot project in achieving goals and objectives

5.6 Write final report recommending improvements and future applications of congestion pricing strategies

SECTION V: Regional Support

V. Regional Support for a Congestion Pricing Demonstration Project

A. Background: Why FHWA Should Select the Metro Application

There are several reasons why FHWA should select the Metro Congestion Pricing Pilot Program application for funding.

First, the Portland metropolitan area is projected to grow very rapidly over the next few decades, and will face increasingly serious traffic congestion and air quality problems as a result. As discussed in Section VII, Portland's current 167 lane miles of congestion is expected to grow by 83% to 305 miles by 2010. At the same time, projected growth in vehicle miles traveled will prevent the Portland region from attaining compliance with ozone standards in the Clean Air Act Amendments. Congestion pricing is viewed as an important potential tool in the region's efforts to reduce both traffic congestion and air pollution.

Second, the Metro application is based on a regional approach to the implementation of congestion pricing. Only a regional approach to congestion pricing will provide the information necessary to fully evaluate the practical and political feasibility of congestion pricing in the United States. The Metro application will provide such information, greatly expanding what is known about the practical aspects of congestion pricing.

Third, both the Portland metropolitan region and the state of Oregon have a history of implementing programs encouraging alternative transportation modes and reducing automobile use. These programs include the downtown Portland transit mall, Oregon's bicycle facilities law, the statewide land-use planning program, and construction of light rail in the Portland region.

Fourth, both Portland and the state of Oregon have endorsed a broad range of transportation policy reforms based on the principles of transit-oriented development, long-term marginal cost pricing, internalization of external costs, and the establishment of mileage-based user fees. The policies adopted by the state and by the City of Portland provide a strong policy framework supporting the Metro Congestion Pricing Pilot Program application:

- On April 26, 1991, the Oregon Land Conservation and Development Commission (LCDC) adopted the Transportation Planning Rule (TPR). The TPR encourages reduced reliance on the automobile through improved planning for alternative modes, and also mandates a 10% reduction in VMT in urban areas over the next twenty years, and a 20% reduction over the next thirty years.

- On October 17, 1991, the Portland City Council approved the recommendations of the "Portland Future Focus," the City's strategic plan for the next decade. Congestion pricing and mileage-based vehicle emissions fees are included as action items in the plan.

- In September 1992, the Oregon Transportation Commission (OTC) adopted the Oregon Transportation Plan, a progressive policy statement calling for a transition to a transportation finance system based on mileage-based user fees, thereby charging drivers for the true social and environmental costs of auto use. The range of policies endorsed by the OTP includes congestion pricing, mileage-based emissions fees, and mileage-based road pricing.

- In January 1993, the Oregon Roads Finance Study Group, a joint project of the Oregon Department of Transportation (ODOT), the Association of Oregon Counties, and the League of Oregon Cities, developed and adopted a 20-year financial plan for Oregon's transportation system. The plan endorsed full-cost pricing (including social and environmental externalities) on Oregon's roads. The Study Group recommended implementation strategies including congestion pricing.

- In February 1993, the State Task Force on Motor Vehicle Emission Reductions in the Portland Area, appointed by Governor Barbara Roberts, endorsed the Metro Congestion Pricing Pilot Program application as part of its base strategy for reducing motor vehicle emissions in the region. The Task Force also recommended congestion pricing as part of a region-wide contingency strategy for reducing air pollution.

- ODOT is currently pursuing two separate studies on congestion pricing. One study is intended to develop an educational piece on congestion pricing, for use with both elected officials and the public. The second study is to consider a broad range of mileage-based fees, including road pricing to replace motor fuel taxes.

Policies currently in place, at the state, regional, and local levels, provide substantial support for congestion pricing. These policies, combined with Metro's focus on regional implementation of congestion pricing, provide a solid foundation for Metro's Congestion Pricing Pilot Program application. Selection of the Metro application by FHWA will assure a significant step forward for congestion pricing in the United States.

B. Participants/Endorsements

A subcommittee of the Joint Policy Advisory Committee on Transportation (JPACT) was formed in early 1992 to investigate the implications of a Congestion Pricing

Demonstration Project under ISTEA in the Portland Metropolitan area. This group includes representatives from:

Metro - the regional government and MPO
ODOT - Oregon Department of Transportation
City of Portland
Washington County (Oregon)
Multnomah County (Oregon)
Clackamas County (Oregon)
OEC - Oregon Environmental Council (one of Oregon's leading non-profit environmental groups)
Oregon Trucking Association
DEQ - Oregon Department of Environmental Quality
ODOE - Oregon Department of Energy
Port of Portland
Tri-Met - the regional transit agency

This group has been working together to explore how a congestion pricing pilot project could be implemented in the region. In an effort to move the public discussion forward, this group helped Metro and Portland State University put together a one-day Congestion Pricing Symposium in Portland or November 23, 1992. The conference drew an audience of approximately 160 and generated considerable attention in the media.

In addition to the participants listed above, many other groups have expressed their support for the concept of congestion pricing and endorsed the Congestion Pricing Demonstration project. (See Appendix B for copies of letters of endorsement) These groups include, but are not limited to:

STOP (Sensible Transportation Options for People)
OSPIRG (the Oregon State Public Interest Research Group)
OTA (the Oregon Trucking Association)
The Center for Urban Studies at Portland State University

C. Legal Authority

Although the Oregon Revised Statutes authorize construction and operation of toll bridges in certain circumstances, there is no statutory authorization for operation of toll roads. It will be necessary to obtain legislative approval for the congestion pricing demonstration project.

A bill authorizing the demonstration project came close to passage during the 1993 session of the Oregon legislature. Supporters believe that they will achieve success during the next legislative session in 1995.

SECTION VI: Portland's Congestion And Air Quality Problems

VI. Portland's Congestion/Air Quality Problems

A. Congestion

There were 167 lane miles of congestion[2] in the region in 1990. This is projected to almost double to 305 miles by 2010. This 83% increase in congestion will occur even with the transportation system improvements (for which funding is committed) in the current Transportation Improvement Program (TIP) and the additional improvements (without committed funding), including TDM measures, planned for the regional transportation plan network (RTP) through the year 2010. The freeway system will experience an 89% increase in the number of congested lane miles over the same time period (see Table 2 below).

B. Air Quality

The Governor of Oregon appointed a task force in 1992 to recommend strategies for reducing motor vehicle emissions in the Portland area. The Task Force recommendations form the basis for a long term air quality maintenance plan required as one of the conditions of the Clean Air Act to reclassify the Portland area from non-attainment (marginal for Ozone and moderate for Carbon Monoxide (CO)) to attainment with federal air quality standards.

The Governor's Task Force made the following findings:

1. The Portland area currently does not meet federal air quality standards for ozone and carbon monoxide. However, with currently adopted emission reduction strategies in the Regional Transportation Plan and the State Implementation Plan, the Portland area should be able to reach attainment with federal ozone and carbon monoxide air quality standards by the Clean Air Act deadlines of 1993 and 1995, respectively.

2. After attaining the carbon monoxide standard, the region should be able to stay in attainment for the foreseeable future. However, anticipated growth in population and traffic is expected to cause the region to exceed the ozone standard again after 1995 unless further measures are taken to reduce emissions.

3. Motorized vehicles are a primary source of emissions of ozone precursors and should be addressed in the maintenance plan. The expected reductions

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[2]For the purposes of this application, congestion is defined as service level E or greater which entails a Volume to Capacity ratio of .9 or greater.

in emissions from motorized vehicles will be more than offset by population growth and vehicle travel increases.

4. A reduction in motorized vehicle emissions of 36 percent volatile organic compounds (VOC) and 20 percent oxides of nitrogen (NOx) is needed by 2007 to ensure maintenance of the ozone standard.

In addition to other strategies, the Task Force recommended pursuit of a congestion pricing demonstration project as part of the State Implementation Plan (SIP). The Task Force also recommended that congestion pricing be listed as one of two strategies in the air quality contingency plan required by EPA.

The Oregon Department of Environmental Quality (DEQ) is presently working on rulemaking necessary for completion of the ozone and CO maintenance plans. Congestion pricing may be included as a long term contingency strategy in one or both of these plans.

C. Base Network - Committed Transportation System

Portland's "committed" transportation system is defined as the currently existing highway and transit systems and demand management programs contained in the Regional Transportation Plan 1992 Revision of the 1989 Update plus additional facility and transit service improvements that had full funding obligations and/or were begun in 1987. These projects comprise the six year Transportation Improvement Program (TIP) for the Portland metropolitan region. The base year for travel parameter comparisons used in this application has been updated to 1990 using population and employment data from the 1990 Census.

D. Year 2010 Travel Characteristics of the Committed System

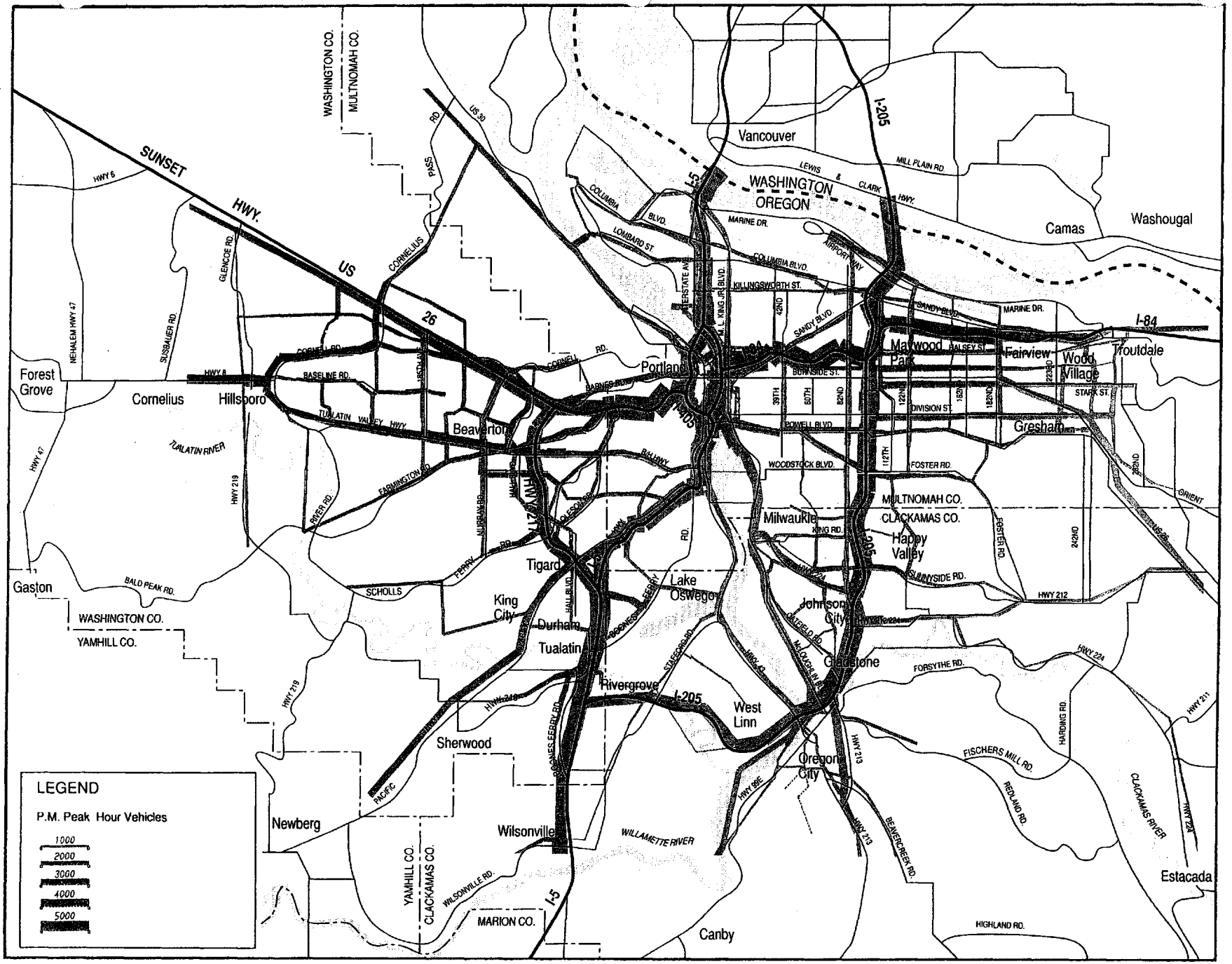
Travel demand is expected to increase in the Portland region over the next 18 years as a result of the land uses contained in the local comprehensive plans and the population and employment growth projected in the RTP. This increase will approach nearly 44 percent between 1990 and 2010, growing from slightly over 5.7 million person trips per day in 1990 to 8.2 million person trips per day by the year 2010. These projections are based on an annual average growth rate of 1.6% in population and a VMT per capita increase of .6% through 2010 for an overall projected growth in VMT of 2.2% per year.

Slightly less than 94 percent of the peak-hour person trips produced and attracted in the Oregon portion of the region in 1990 occurred in automobiles; transit trips made up slightly over 6 percent of the total. With a minimum of investment in new transportation services (represented by the committed system), little change from current modal shares can be expected. Lack of capacity on the committed transit

system will enable transit ridership to increase at an annual growth rate only slightly greater than the overall increase in travel. The automobile will remain the predominant travel mode, continuing to account for nearly 93 percent of the peak-hour travel.

E. Travel Volumes on the Regional Highway System

Illustrated in Figure 2 are year 2010 p.m. peak-hour volumes expected on the regional highway system (principal and major arterials) for the committed transportation system. Figure 3 illustrates the difference in volumes from current levels. As can be seen, all future year volumes are higher than at present. The highway travel volumes represent conditions anticipated without the significant investments required to provide increased transit coverage, adequate transit capacity, or realize a shift from single occupant automobiles to shared ride vehicles. Particularly large raffic volume increases may be seen in the Western and Southwestern travel corridors since these are the major growth areas in the Portland region.



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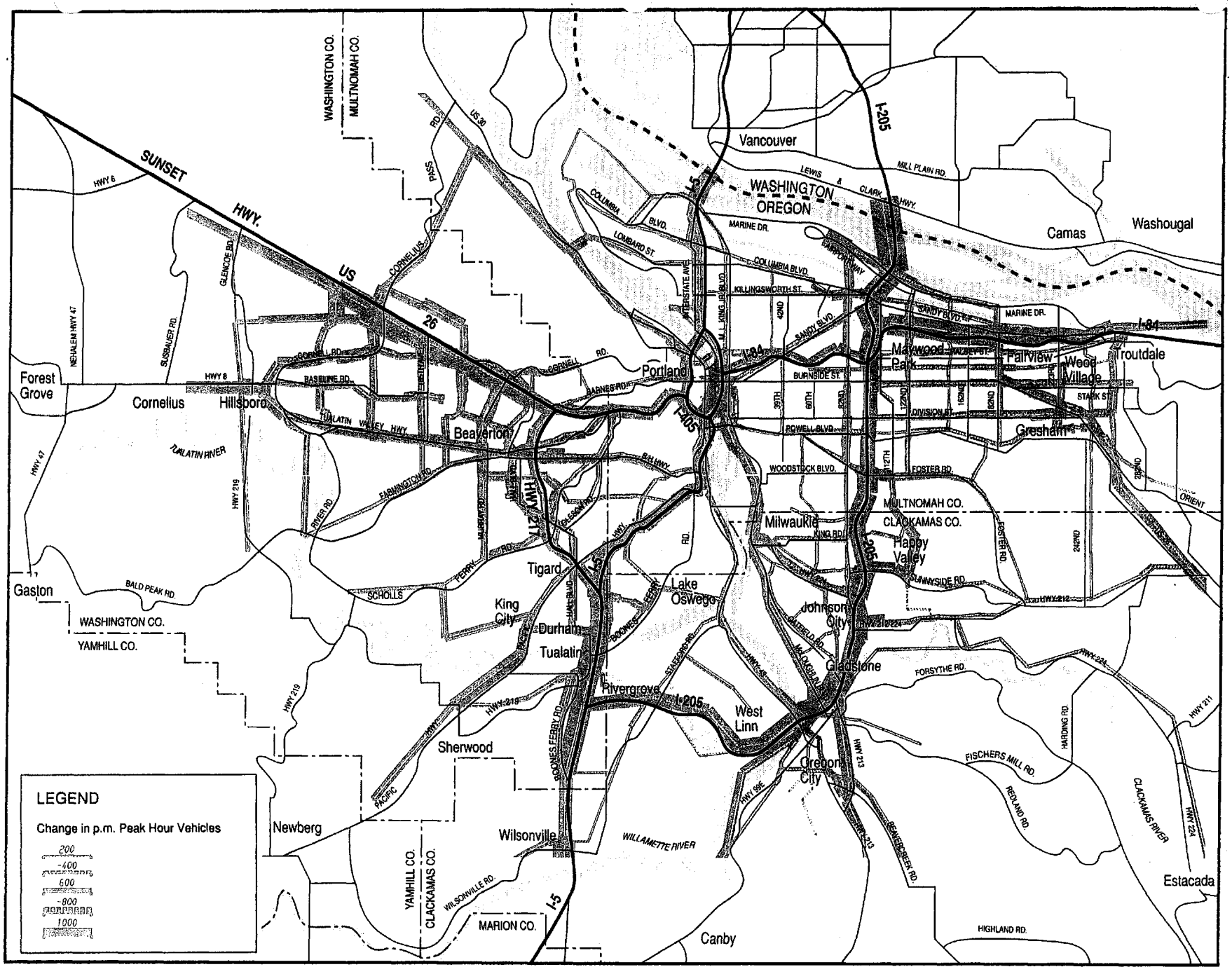
Auto Volumes: 2010 Committed

Figure 2



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Auto Volumes: 2010 Committed vs. 1990

Figure 3

F. Level of Service of the Regional Transportation System

1) Highway System

The level of congestion in the year 2010 committed regional highway system (principal and major arterials) during the p.m. peak hour is illustrated in Figure 4. These levels of service were obtained by having Metro's regional transportation model calculate a Volume to Capacity (V/C) ratio for each link in the system. Generally, service levels of E (v/c greater than or equal to .9) are considered unsatisfactory, consistent with RTP performance criteria, and have traditionally required some form of traffic management or other transportation solution in order to relieve congestion. Unacceptable levels of service associated with congestion above .9 are expected in the Western radial (Sunset Highway to 158th, Tualatin Valley Highway, 185th Avenue, Murray Boulevard, Farmington Road, Beaverton-Hillsdale Highway, Barnes Road, and 216th/219th/Cornelius Pass) and Southwestern radial (I-5 South to Multnomah Boulevard, Highway 99W in Tigard, Barbur Boulevard, Kruse Way, Highway 217, Highway 43 and Tualatin-Sherwood Road) corridors.

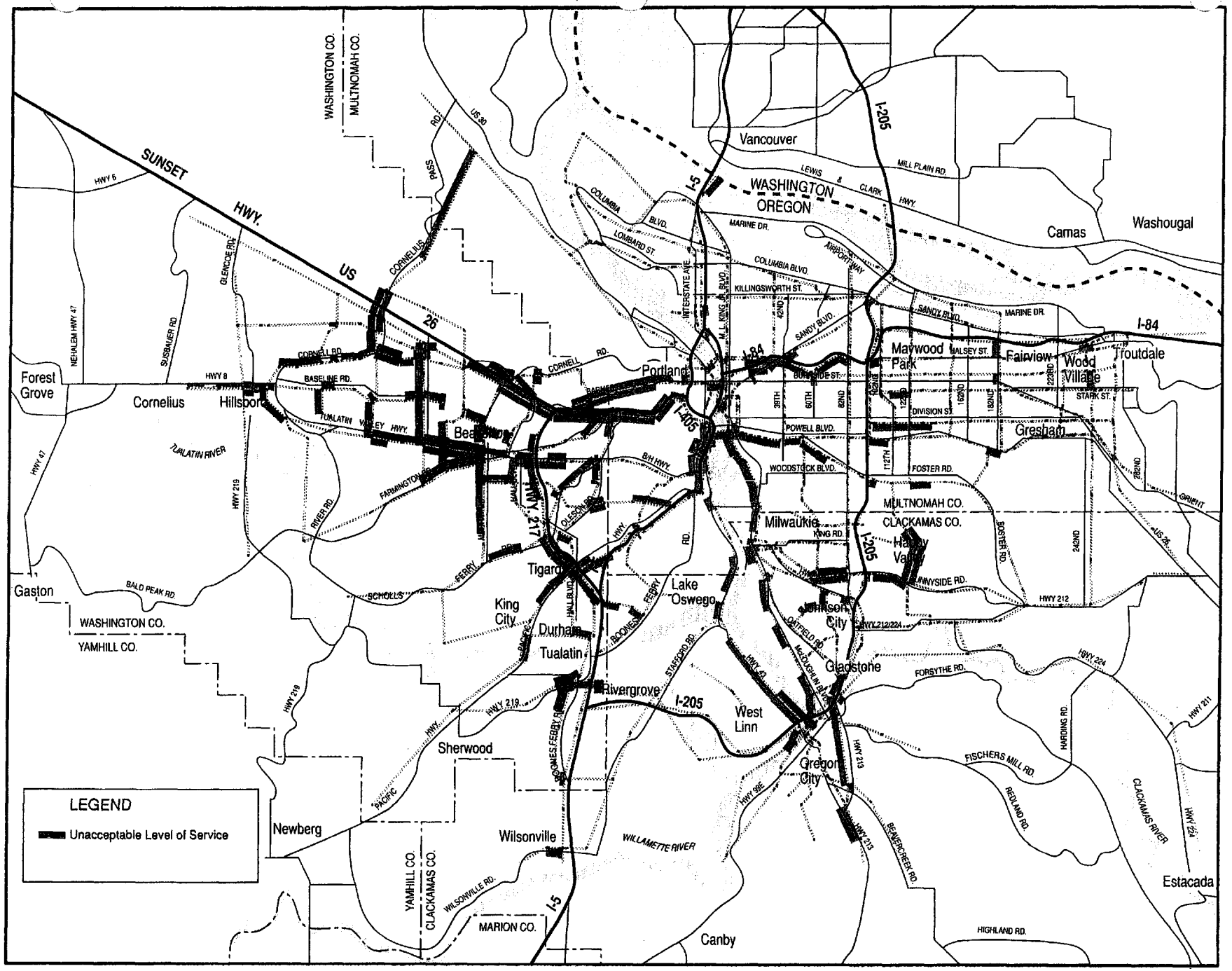
On the Eastside, unacceptable service levels are expected along McLoughlin Boulevard, Powell Boulevard, I-84, Sandy Boulevard, the Slough Bridge on I-5 North, I-5 from the Marquam Bridge to the Fremont Bridge, some east/west arterials east of I-205, I-205 at Sunnyside Road, the Oregon City Bypass, Highway 213 and Harmony Road.

2) Transit System

The year 2010 levels of service for the committed regional transit trunk route system during the p.m. peak hour are illustrated in Figure 6. On the Eastside, only the Banfield LRT meets the established performance criteria of travel times equal to or better than one and one-half times the off-peak highway time. All other Eastside trunk routes fail to meet the standard and exhibit slower travel times than current levels.

On the Westside, segments of several transit trunk routes meet the standard, but no continuous route between the Portland CBD and a major transit center equals the established performance criteria. In addition, the year 2010 committed transit system would:

- provide no significant difference in geographic coverage over today's levels and would, therefore, not be available to the entire urbanized area (UGB);



METRO

Level of Service: 2010 Committed

Figure 4

- would generally exceed established crowding criteria; and

- be significantly over capacity on the major transit routes.

Portland is served by an efficient transit system including light rail (MAX) and bus. The service is operated by the Tri-County Metropolitan Transportation District (Tri-Met). During FY 93 approximately 23,700 daily riders used MAX while an additional 170,700 daily riders rode the bus.

In general, Tri-Met has plans to expand the overall system to accommodate the projected growth in population, employment and VMT in the Portland region. They have developed a "Strategic Plan" which calls for a substantial increase in service by the year 2020. Many of the severely congested locations shown in Figure 5, could benefit from expanded transit much sooner than Tri-Met's plan will allow. It is the intent of Portland's congestion pricing project to provide for expanded transit in and around the priced location in order to mitigate the impacts of the congestion fee and to provide viable alternatives for travelers who desire to change modes and/or times of travel. The proposed increases in transit service are discussed in Section IV.

3) Vehicle Hours of Delay

Vehicle hours of delay on the region's highway system links during the p.m. peak-hour can be expected to increase by nearly two and one-half times over current (1990) levels by 2010 with only the committed improvements in place (Table 1). Of particular note is the three-fold increase in vehicle hours of delay on freeways and a doubling on principle and major arterials as the supportive links in the highway system begin to break down.

TABLE 1

VEHICLE HOURS OF DELAY

(P.M. Peak-hour -- 1990 vs. 2010 Committed System)

	1990	2010 Committed	Net Diff.	Percent Change
Freeways	698	2,057	+1,360	+195%
Principal Arterials	441	778	+ 337	+ 76%
Major Arterials	209	547	+ 338	+162%
Minor Arterials	232	305	+ 73	+ 31%
Other	326	640	+ 313	+ 96%
Regional System	1,906	4,327	+2,422	+127%

4) Lane Miles of Congestion

The number of lane miles on the regional highway system that will be congested (Congestion is defined as >.9 V/C ratio) during the p.m. peak will almost double by 2010 if no improvements beyond those already committed are implemented on the region's transportation system (Table 2). Four percent of the total regional lane miles can be expected to be congested in 2010, as opposed to 2 percent in 1990. The largest percentage increase will occur on the freeway system, where the number of congested peak-hour lane miles will rise from 51 in 1990 to 96 in 2010 -- a two-fold increase.

In addition, severe congestion (v/c greater than 1.0) is expected in several locations on the transportation system. These facilities and/or corridors are shown in red in Figure 6. It is anticipated that these locations would form the universe of potential alternatives for conducting a congestion pricing pilot demonstration project. The measure of a successful congestion pricing project would be to reduce the amount of congestion at one or more of these locations through a pricing scheme. The selection of the preferred alternative would occur in Phase II of the overall work plan. Implementation would occur during Phase IV of the pilot demonstration.

AUTO VOLUMES

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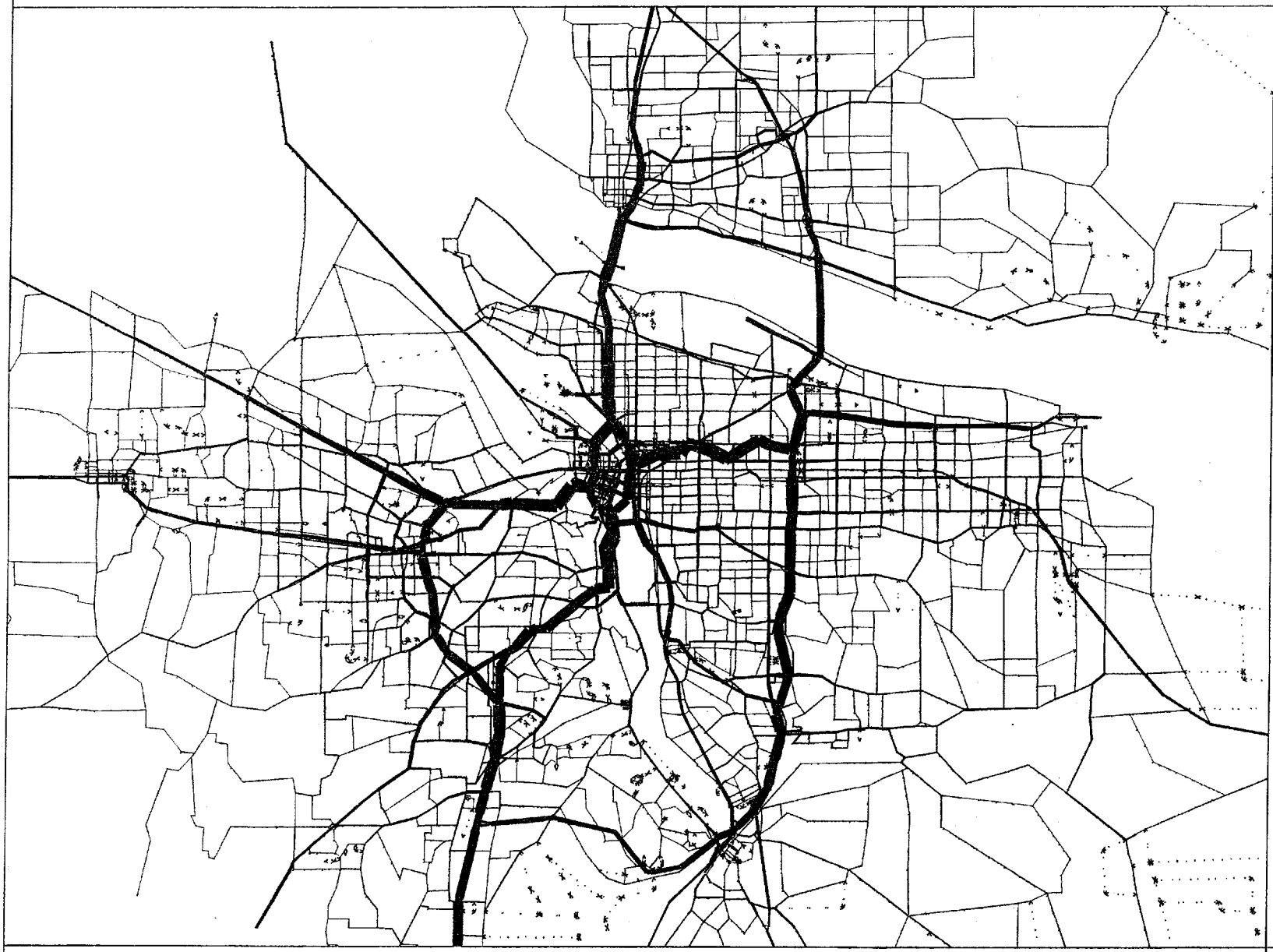

LINKS:
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COL-IND: UL2

VOLUME/CAPACITY RATIO

- < 0.75
- 0.75-0.9
- 0.9-1.0
- > 1.0

SCALE: 2500

5000

10000

15000

20000

25000

WINDOW:
8.5022/17.999
46.123/46.214

EMME/2 PROJECT: 1189 Zone System
SCENARIO 1081: 1990 Base Network for TIP w/PM2HR assign 8/9/93

Figure 6

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TABLE 2

LANE MILES OF CONGESTION ON THE REGIONAL SYSTEM

(1990 vs. 2010 committed)

	1990	% of Total Miles	2010 Committed	% of Total Miles	% Change
Freeways	51	8	96	13	+ 89%
Principal and Major Arterials	73	13	123	20	+ 68%
Minor Arterials	44	2	86	4	+ 96%
Regional System	167	2	305	4	+ 83%

Note: Congestion equals V/C ratio >.9

---

5) Average Speed

As can be seen from Table 3, the average peak-hour speed in the regional highway system is anticipated to decrease by 6 percent (from 31 mph to 29 mph) by 2010 if no transportation improvements beyond those already committed are undertaken. This worsening of congestion will occur on all classifications of facilities, with the freeway system experiencing the largest decrease in average speed -- slowing down by 9 percent, from an average of 42 mph today to 38 mph by 2010. Principal (-6 percent) and major (-3 percent) arterials are also expected to experience a speed decrease as a result of increased congestion.

TABLE 3

AVERAGE PEAK-HOUR HIGHWAY SPEED ON THE REGIONAL SYSTEM

(1990 vs. 2010 Committed)

	1990	2010 Committed	% Change
Freeways	42	38	- 9%
Principal Arterials	34	32	- 6%
Major Arterials	29	28	- 3%
Minor Arterials	27	27	- 0%
Regional System	31	29	- 6%

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6) Travel Times on the Regional Highway System

Year 2010 p.m. peak-hour travel times will increase significantly as the result of growth in travel demand and associated congested conditions. The largest increases in travel times are expected to occur in the Western radial corridor between the Portland CBD and Beaverton and Hillsboro (over 40 percent longer), in the Lake Oswego to Oregon City radial corridor (+42 percent), in the circumferential corridors between Tualatin and Oregon City (+45 percent) and between Beaverton and Tualatin (+44 percent) in the Southwestern sector. In addition, travel times in the Northern (I-5) radial corridor (Portland CBD to Vancouver) will increase by 34 percent over current (1990) levels, in the Southern radial corridor between the Portland CBD and Milwaukie and Oregon City (over 32 percent) and in the Tualatin-Hillsboro corridor (+31 percent).

7) Energy (Fuel) Consumption

The total p.m. peak-hour vehicle-related energy consumption on the regional highway system was estimated at 60,056 gallons in 1990 (Table 4). By 2010, this usage will increase by 32 percent to 79,455 gallons per p.m. peak-hour without further improvements in the committed system. This increase in energy consumption is associated with a 30 percent increase in vehicle miles of travel (VMT) for the peak-hour in the 2010 committed system, and a 6 percent decrease in average speed attributable to congestion on the regional system (31 mph to 29 mph).

8) Mobility

Congested conditions expected on the committed transportation system by the year 2010 will have significant impacts on the mobility of residents in the region. Access to job opportunities (defined as jobs within 30 minutes by the fastest mode during the peak-hour from residential areas) will decrease for many of these areas, even with expected employment growth (Table 5). Major losses of job accessibility with the committed system are expected in the Southeastern sector, especially Oregon City (-42 percent) and Gladstone (-37 percent). In addition, the suburban communities of Gresham (-14 percent), Tualatin (-29 percent), Rock Creek (-30 percent) and Hillsboro (-20 percent) all lose substantial job accessibility. Of those areas which show mobility gains, the level of job accessibility does not approach the potential number of jobs that would be available if current (1990) travel times could be maintained.

TABLE 4

P.M. PEAK-HOUR FUEL CONSUMPTION ON REGIONAL SYSTEM

(1990 vs. 2010 Committed)

Speed Range (mph)	1990 VMT	Gallons	2010 Committed VMT	Gallons	% Change
0-5	193	33	700	121	+267%
5-10	3,777	319	6,901	584	+ 83%
10-15	90,972	5,178	139,783	7,938	+ 53%
15-20	45,972	2,000	100,441	4,369	+118%
20-25	254,535	9,317	336,718	12,325	+ 32%
25-30	211,600	46,940	322,598	10,580	+ 52%
30-35	419,517	12,880	511,250	15,697	+ 22%
35-40	132,049	3,909	193,540	5,729	+ 47%
40-45	148,862	4,406	248,343	7,350	+ 67%
45-50	257,809	7,812	315,567	9,563	+ 22%
50-55	228,407	7,263	163,522	5,199	-28%
TOTAL	1,793,697	60,056	2,339,363	79,455	+ 32%

TABLE 5

TOTAL NUMBER OF JOBS ACCESSIBLE IN PEAK HOUR BY FASTEST MODE WITHIN 30 MINUTES FROM SELECTED RESIDENTIAL AREAS

(1990 vs. 2010 Committed System)

Residential Area	1990	2010 Committed	Net Diff.	Percent Diff.	Potential Oppor.
St. Johns	550,450	657,050	+106,600	+19%	807,000
N.E. Portland	572,000	752,300	+180,200	+31%	841,650
Mt. Tabor	559,950	702,450	+142,200	+25%	812,450
Burlingame	552,600	704,100	+151,500	+27%	803,800
Gresham	297,400	254,550	-42,850	-14%	425,900
Gladstone	457,650	288,250	-169,400	-37%	645,250
Lake Oswego	449,500	419,100	-30,400	-7%	607,850
Tigard	450,150	475,300	+25,150	+6%	644,200
Tualatin	449,650	317,200	-132,450	-29%	642,750
S. Beaverton	459,150	452,800	-6,350	-1%	652,550
Hillsboro	220,050	176,450	-43,600	-20%	359,350
Oregon City	216,100	124,450	-91,650	-42%	297,400
Milwaukie	514,750	612,050	+97,300	+19%	724,900
Rock Creek	431,700	304,050	-127,650	-30%	609,150

A summary examination of the foregoing performance evaluation reveals a regional transportation system unable to provide the highway or transit capacity necessary to adequately serve the land use and activity patterns developed in local comprehensive plans. While it is not feasible to determine a precise estimate of the subsequent economic impacts, it is possible to ascertain general conclusions regarding the development of the region if additional steps are not taken to help manage the anticipated population and employment growth and mitigate the resulting traffic congestion.

G. Regional Impacts

Based on the above analysis of Portland's congestion problems, it is clear that the committed transportation network is inadequate to support travel demand associated with planned land use in the region (i.e., local comprehensive plans). The resulting congestion would continue to stifle regional economic development and mobility. The RTP therefore delineates a series of potential 10 and 20 year improvements designed to better accommodate planned travel demand through 2010. These improvements include not only capacity expansion, but also TDM strategies and transit system enhancements. Implementation of this RTP network would yield some congestion improvements. However it would still be inadequate to reduce congestion below a V/C ratio of .9 in all corridors.

In addition, the RTP was last updated in 1992 and does not yet reflect the VMT reductions mandated by the Transportation Planning Rule of Goal 12, which was adopted by the Oregon Department of Land Conservation and Development in late 1991. The Rule mandates that comprehensive plans of state, regional and local agencies coordinate transportation system planning with adopted land use plans and that resulting plans demonstrate no net increase of VMT by 2000, a 10 percent VMT reduction by 2010, and a 20 percent reduction by 2020. These mandates are not reflected in the current Metro RTP which was last updated in early 1992. Metro is currently revising the RTP to conform with these new requirements and will publish a revised RTP in 1994. <u>It has been demonstrated in the 92 RTP update that current congestion strategies will not be sufficient to achieve the mandated VMT reduction goals of the State's Transportation Planning Rule</u>.

SECTION VII: Monitoring, Modeling and Evaluation Methodology

VII. Modeling, Monitoring And Evaluation Methodology

A. Overview

As addressed in application guidelines (Federal Register/ Vol. 57. No. 227/ November 24, 1992) existing travel demand models are not well designed to predict impacts of relatively large user cost changes implied by congestion pricing applications. In addition, field data which includes some type of "pre-test/post-test" focus may be more desirable for evaluating congestion pricing impacts. This section describes the methodology that would be used by Metro for data collection and analysis of the congestion pricing project. Included in the discussion are some of the model enhancements planned for the Metro regional transportation model that will improve baseline data results and travel behavior changes based on price and land use changes. As part of its normal travel demand forecasting responsibilities in the region, Metro will be fielding a new household travel demand survey (revealed preference) in the spring of 1994.

In addition, the methodology for conducting a stated preference survey in the Portland area are discussed. The data from the survey will be used in conjunction with traffic counts and focus group interviews to analyze the array of issues/questions concerning the potential for, and impacts of the implementation of congestion pricing in the Portland area.

The potential scope of a congestion pricing application can vary widely, ranging from pricing on a new or existing single road facility to a more comprehensive area-wide road pricing strategy. Participants at a recent FHWA symposium on congestion pricing held June 10 and 11, 1993 in Washington, D.C., concluded that congestion pricing demonstrations are needed because the concept of congestion pricing is still unfamiliar to the public, political community and transportation professionals. As a consequence, questions abound concerning the impact of congestion pricing on travel behavior, economic activities and air quality. The answers to these questions can only be answered through the actual experience gained from conducting a congestion pricing project.

B. Evaluation/Monitoring Objectives

The main objectives of the Portland project, consistent with the guidance provided by FHWA, are to monitor and evaluate congestion pricing relative to: (1) changes in trip making including trip length, trip generation, mode choice, route choice, and time of travel; (2) spillover impacts including speed changes and congestion levels on non-priced facilities near the tolled facility; (3) changes in economic activity including impacts on commercial vehicles, transit ridership, and business activities on and around the tolled facility; (4) changes in vehicle emissions in the region; (5) the costs of and requirements for enforcement on the priced facility; and (6) the

collection and use of revenues generated. The demonstration project will address the following specific issues:

- the methodology for establishing an appropriate fee structure;
- the possible uses of revenue, both ideally and within Oregon's constitutionally restricted environment which limits the use of gas taxes and other automobile related fees to highway improvements only;
- the methodologies for assessing distributional impacts of the fee on participants (particularly lower income groups) and geographical areas;
- the potential impact on the transportation/land use planning process, particularly as it applies to the planned update of Comprehensive Plans by local jurisdictions within the Portland region;
- the relationship of congestion pricing to the Goal 12 Transportation Planning Rule and VMT/capita reduction targets mandated for the Portland area;
- the technical evaluation of electronic tolling technologies (AVI); and
- administrative issues including equipment maintenance and accounting, and the administration of revenues collected from tolls and enforcement penalties.

The sources of data to be used in monitoring and evaluating the congestion pricing demonstration project and addressing the above objectives/issues are discussed below.

C. Travel Baseline Data

The Metro (EMME/2) regional transportation model contains a system of 1189 traffic analysis zones (TAZ) and a street network consisting of freeway, arterials and significant collectors and local facilities. For forecast purposes, the number of trips that each zone produces or attracts is simulated in trip tables based on projected population, households and employment data. These projections are the result of econometric models and professional analysis conducted as part of Metro's periodic growth allocation process. The baseline data for measuring the current congestion problems in Portland were produced for the network using 1990 base input data from the 1990 Census.

In order to better capture the relationships between travel behavior, land use management, and TDM techniques, including road pricing, the following

enhancements are being considered or have been made to the regional forecast model:

- expansion of trip purpose from six to possibly nine or ten to better define the reasons for trip making;

- use of peak and off-peak impedances for all purposes. This would mean the addition of a new time-of-day model to separate peak and non-peak trips, with a separate peak-within-peak-period model to estimate peak hour/peak spreading;

- trip chaining is having a large effect on travel behavior, including changes in car-occupancy for non-work trips. It is likely that both congestion and family life cycle/situational variables will shed some light on these changes. The separation of trip purposes into those within a chain and those that are independent may be helpful in assessing particular impacts;

- include the number of workers in the household in the work mode choice model. This will provide better estimates of shared ride activities and changes in auto occupancy.

D. Count Data at Screenlines

Metro maintains a timely monitoring of key transportation system variables used as inputs to the regional model as an important activity toward data integrity. System monitoring activities are comprised of those inputs which can be directly measured and verified. The monitoring activities include: Automobile parking costs; automobile traffic counts at predetermined screenline locations; automobile ownership/operating costs; and transit ridership counts. Metro uses this data to represent, as closely as possible, existing traffic ground counts and costs for auto and public transit.

Automobile traffic count data are available, for the metropolitan region, for the years: 1983-85, 1987, and 1990-1991. This count data is available for 52 locations in the metro region. These data represent major traffic flows between suburban and downtown areas and between suburban and outlying commercial and industrial areas. These traffic counts are further delineated by time period of travel; that is, travel during the morning or evening peak-hours and for the average weekday. More recently, data for counts in the two-hour AM and PM peak periods have been tabulated to represent the expanded 'rush-hour' which has developed in the Portland metropolitan area in recent years. This data, and subsequent post-count data will be collected to monitor project impacts on tolled facilities.

E. Household Activity and Travel Behavior Survey

Apart from the congestion pricing application, Metro will be fielding a new household activity and travel behavior survey during the spring of 1994. The purpose of the survey is to provide information suitable for gaining an in-depth understanding of activity and travel behavior of households and individuals within the households. Metro's current transportation model uses data from a 1985 Household Survey containing a sample space of 5,000 households. The new survey is expected to field data from a sample size of between 5,500 to 7,500 households in the Portland area.

The overall household activity survey is primarily a revealed-preference/revealed-choice survey. It is expected that the daily activities and travel of every member over the age of 5 years within each household chosen in the sample will be captured. The instrument will be a multi-day diary of two to five days.

The sampling strategy will be a cluster sample based on a stratification scheme to get an adequate sample from areas which can be described in terms of "traditional mixed use neighborhoods," households with immediate environments that are pedestrian and bicycle friendly, households with good transit improvements, and households that are the obverse of these. The purpose of this sampling approach is to investigate and understand travel behavior.

The survey is being designed with the following objectives:

- estimate conventional "4-step" disaggregate models.
- directly model household activities to address the substitution of in-home activities for activities requiring travel.
- provide the ability to substitute pedestrian (walk and bicycle) modes for motorized modes in response to changes in household status (e.g., socio-demographic, economic, pedestrian environment/design, provision of bicycling facilities, changes in land use.)
- provide the ability to explicitly estimate travel in linked trip chains, and to identify the factors that affect this phenomenon. This will help establish the link between trip chaining, congestion and modal choice.
- establish the links between household location choice and car ownership and mode choice for different activities. This includes the exogenous effects of transport cost changes and travel time effects from increasing congestion.

- develop holdings models for car ownership, acquisition and disposition as affected by mobility, congestion, road and fuel pricing, and cost of acquisition.

- Better understand the different uses of cars held by the household in order to deal with air quality and fuel use issues.

- introduce quantitative methods to respond to Transportation Demand Management (TDM) actions including congestion pricing, and parking supply control. One method that is showing promising results is the "stated preference" survey.

F. Stated Preference Survey

Initially, a subset of the travel demand survey (approximately 500 households) will be asked to complete a stated preference survey during the study phase of the project. The survey instrument will contain questions relating to people's "stated preference" for different behavioral actions relative to proposed TDM measures such as congestion pricing. By asking people what they would do under various pricing scenarios before actually implementing the action, data can be collected and modeled as to probable outcomes. This method will be key to the Portland project for estimating changes in behavior and will provide more specific answers to the probable social and economic impacts of a congestion pricing demonstration for the purpose of estimating key travel and behavioral elasticities that can be modeled. Such information can be used to estimate the effects of congestion pricing anywhere in the region and will be valuable in selecting and analyzing pricing alternatives.

In addition, it is anticipated that the results of the stated preference survey will yield information that can be replicated in other parts of the country that are similar to a subarea of the Portland region in terms of income, transit service, and transportation system network design.

It is planned that the same sample of households will be surveyed after the congestion pricing project is in place to measure differences between their stated preference and actual revealed preference. The after surveys will be conducted at six month intervals.

G. Mitigation of Project Spillover Effects

Mitigation refers to the efforts to reduce, eliminate or compensate for unwanted environmental, social and/or economic impacts that may result from congestion pricing. These impacts may involve the displacement of motorists, increased traffic infiltration into the regions' neighborhoods and differential economic impacts on

lower income drivers, regional centers of business and regional centers of commerce. Surveys and focus groups be the primary source of data to access the following:

1. Environmental Assessment

Established NEPA environmental review procedures will provide a foundation for defining alternatives and mitigation strategies into the project development process. Metro and ODOT both anticipate that a project can be designed which will not exceed the threshold of impacts requiring a full EIS, but instead can be appropriately covered by a Class III action (Environmental Assessment). To support an EA, careful documentation will be maintained of the avoidance and mitigation measures for:

- neighborhood infiltration and noise impacts from traffic attempting to bypass the priced facility;
- changes in travel safety; and
- sensitive biological resources.

2. Social and Economic Impacts

Monitoring of social and economic impacts will include:

- economic impacts to businesses along the "priced" routes who depend upon drop-in customers during commuting periods. The downtown core area may also be economically affected by travel behavior changes;
- differential effects on various income groups who change their travel behavior as a result of the congestion fee;
- changes in accessibility to community facilities; and
- right of privacy concerns by drivers as a result of the tolling technology employed.

3. Public Transit

The following types of transit projects will be considered for mitigating project impacts and spillover effects:

- expanded bus service on the affected facility;

- construction and/or identification of existing park and ride locations and the appropriate level of transit service to serve the lot; and

- some form of differential fare structure or fare subsidy to either compensate people who have to take transit or to provide an incentive for people to use transit.

- explore the feasibility of using private carriers to provide an array of transit services

- the use of demand responsive service in hard to serve areas

H. Other Data Sources

Metro will rely on several additional data and sources of data for evaluating and monitoring project impacts including:

- emission factors from EPA's Mobile 5A model will be applied to VMT data to determine air quality impacts.

- transit ridership counts for system level and route level to compare before and after impacts of project implementation.

- internal tracking of administrative and operating costs.

- accident data from local jurisdictions.

- volume counts (collected from Oregon Department of Transportation permanent and temporary traffic counters) at critical points before and after project implementation.

I. Revenue Forecasting

The congestion pricing transportation model will be utilized to forecast revenues generated by the project. Revenue forecasting will involve using model volumes to calculate revenues based either on elapsed vehicle mileage or fixed entrance fees for those vehicles using the priced facility or facilities. Revenue forecasts will be used to determine the cost effectiveness of the project, as well as funding availability for improvements within the project area.

J. Alternatives Selection Criteria

The final selection of pilot project alternatives will be based on technical as well as political criteria. At a minimum, the following criteria will be used to screen

potential congestion pricing alternatives. Specific goals and objectives tailored to a specific project will only be known with certainty after extensive public input has been solicited and integrated within the project selection educational and political process.

1. Congestion Reduction

Significant congestion of regional and corridor, highway and arterial networks, and single-facility locations in 2010 will be the initial screening tool. Significant congestion is defined as a V/C ratio of greater than .9. This criteria would guide consideration of both road pricing and CBD parking control projects that significantly reduce the volume to capacity ratio below .9.

2. Avoided Cost

Facilities whose projected 2010 congestion could be reduced by pricing rather than capacity enhancement would be ranked according to the avoided cost from their estimated congestion reduction. Locations that are projected to experience congestion in 2010 (on the Committed Network), and which locations are subsequently eliminated under the RTP Network, will be evaluated for the avoided cost of improvements required to reduce congestion.

3. Neighborhood Infiltration

Projects or facilities which have a significant or positive impact on neighborhood infiltration will be given priority.

4. Transit Criteria

Pricing should only be applied to facilities where substantial transit capacity is present, easily instituted or included as a part of Tri-Met's strategic planning. Proposals should maximize coordination with increased transit ridership goals.

5. Air Quality

Only projects having a positive impact on regional ozone emissions will receive priority.

6. Easily Integrated and/or Expanded

Projects which could be easily expanded to a regional application of congestion pricing or which are designed to sequentially integrate distinct pricing strategies (e.g., cordon pricing, AVI, and CBD parking controls) would receive priority for implementation.

7. Short Term Equity Impacts

It is very probable that lower income people, regional businesses, and centers of commerce will experience short-term differential economic impacts from any pricing project that encompasses less than a regional geographic scope. Such effects should be addressed by comprehensive mitigation strategies. However, within a subregional context, regional, corridor and single-facility proposals which most evenly distribute such effects within the geographic scope of the pilot project's operation would receive priority for implementation.

8. VMT Reduction

It is presupposed at this time that congestion relief will be the primary objective of the pilot project. However, the region is also very committed to reduction of regional VMT levels in accordance with the mandates of the State Transportation Planning Rule for Goal 12. Projects which are specifically structured to achieve both congestion relief and VMT reduction would receive priority consideration.

APPENDICES

APPENDIX A:	Resolution No. 93-1846 Endorsing the Portland Region's Reapplication to Participate in the FHWA Congestion Pricing Pilot Program
APPENDIX B:	Public and Private Organization Letters of Endorsement and/or Concern Regarding the Congestion Pricing Pilot Project
APPENDIX C:	State Transportation Planning Rule for Goal 12 (Summary)
APPENDIX D:	Draft Public Involvement and Education Plan

Appendix A

Certified A True Copy of the Original Thereof
Clerk of the Council

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE REGION'S REAPPLICATION TO THE FEDERAL HIGHWAY ADMINISTRATION FOR PARTICIPATION IN THE ISTEA CONGESTION PRICING PILOT PROGRAM	RESOLUTION NO. 93-1846 Introduced by Councilor Van Bergen

WHEREAS, Section 1012 (b) of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 authorizes the Secretary of Transportation to create a Congestion Pricing Pilot Program by entering into an agreement with up to five state or local governments or other public authorities to establish, maintain, and monitor congestion pricing pilot projects; and

WHEREAS, The November 24, 1992 Federal Register included notice and request for participation in the Pilot Program; and

WHEREAS, the region's initial proposal to participate in the congestion pricing pilot program was rejected by FHWA; and

WHEREAS, FHWA has extended the deadline for submitting pilot projects to October 14, 1993 and invited the region to re-apply with a revised application; and

WHEREAS, the revised application includes specific goals to implement a regional congestion pricing demonstration and to develop a nationally applicable process for gaining public and political acceptance of congestion pricing; and

WHEREAS, Congestion pricing as a concept is referenced in the Oregon Transportation Plan as an option to achieve statewide transportation objectives; that congestion pricing has been endorsed by the Governor's Task Force on Vehicle Emissions in the Portland Area as a contingency air quality strategy; and that the

Joint Policy Advisory Committee on Transportation has endorsed investigation of congestion pricing as a transportation congestion strategy; now, therefore,

BE IT RESOLVED,

1. That the Metro Council endorses the region's overall program goals identified as items No. 1 and 2 on Exhibit A for pursuing a congestion pricing pilot project for the Portland metro area.

2. That the Metro Council endorses a scope of work detailing a four-phase schedule for a regional congestion pricing pilot project as included in Exhibit B.

3. That the Metro Council directs staff to pursue ISTEA congestion pricing pilot program funds for the scope of work as contained in Exhibit B.

4. That the Metro Council and JPACT continue to participate in the process, particularly at key decision points, to evaluate feasibility of and potentially implement a congestion pricing pilot project.

ADOPTED by the Metro Council this 23rd day of September, 1993.

Judy Wyers, Presiding Officer

RBL:lmk
93-1846.RES
9-1-93

EXHIBIT A

GOALS AND OBJECTIVES -- PORTLAND AREA CONGESTION PRICING PILOT PROJECT

Overall Goals:

1. Regional implementation of congestion pricing (perhaps phased in on a corridor-by-corridor basis).

2. Development of a nationally applicable process for gaining public and political acceptance of congestion pricing.

Objectives of the Pilot Project:

1. Assess the case for and against congestion pricing, and its practical feasibility, with regard to the following regional goals:

   - Reduce peak-period congestion, principally through reduced peak-period SOV use;
   - Reduce regional VMT;
   - Reduce regional motor vehicle emissions;
   - Improve regional mobility (as measured by travel times, availability and use of modal alternatives, etc.);
   - Minimize cost of future highway investments;
   - Improve overall transportation and land use efficiencies in the region;
   - Avoid or mitigate negative impacts on neighborhoods and businesses;
   - Develop a pilot project which is revenue neutral; and
   - Develop a proposal with the cooperation and support of the affected jurisdictions and neighborhoods.

   (This work will be done using such tools as modeling and survey instruments such as polling, focus groups, and stakeholder interviews. This phase will include evaluation of congestion pricing on the regional network as well as on specific corridors. The information gained will be used in the development of proposed congestion pricing test sites, as well as informing the public, elected officials, etc.)

2. Increase awareness and understanding of congestion pricing among the general public and elected officials in the Portland/Metro region.

   (Information from assessment work, in No. 1 above, including a discussion of different pricing effects, design goals, etc. and possible alternative test sites, will be presented.)

3. Develop regional consensus on a congestion pricing pilot project implementation plan, including:

   - Congestion pricing test sites (e.g., corridors);
   - Schedule for implementation; and
   - Tolling technology.

4. Implement congestion pricing as per approved plan above.

5. Monitor and evaluate.

ACC:lmk
9-9-93
93-1846.EXH

DRAFT WORKPLAN - CONGESTION PRICING PILOT PROJECT

The following is a draft outline of the workplan for the Portland area congestion pricing pilot project.

Phase I - Alternatives Analysis

Preliminary assessment of the feasibility of congestion pricing with regard to achieving regional goals (reduce peak period congestion, reduce regional VMT.etc.). This phase would develop baseline information on the current status of the regional transportation system and the projected effects of congestion pricing on congested roadways and facilities in the region. Form committees necessary to begin public process and begin to document public response.

A. Form Technical Advisory Committee (TAC) to advise re technical aspects of pilot project.

B. Form Citizen's Advisory Committee (CAC) to advise re public process and monitor pilot project development.

C. Develop baseline data on current status of regional transportation system.

Update regional transportation data to provide baseline information (describe what this would entail: surveys, modelling, etc.) Update data on current travel patterns, conditions, transportation supply.

D. Modify and enhance regional model as necessary to evaluate congestion pricing. Incorporate results from stated preference surveys into model travel demand characteristics and make other modifications required.

E. Develop alternative pricing scenarios. Evaluate effects of pricing on regional roadways and facilities.

1. TAC will advise re selection of alternative pricing scenarios, areas of experimentation for pilot project (eg. governance, technology, etc.), test criteria, and other technical aspects of pilot project.

2. Finalize list of congestion targets. This may include areawide applications as well as corridors or facilities.

3. Through modelling, survey instruments and other tools, evaluate effects of alternative pricing scenarios on regional goals and objectives. (eg. impact on mobility, impact on air quality, etc.) Document results.

F. Monitoring and evaluation of public involvement and public response. With goal of developing national model for gaining public acceptance of congestion pricing, document all aspects of public process.

Phase II - Public Education and Public Involvement

This phase would take the data developed in Phase I and present it to the public and regional decision makers. The purpose of this phase is to: 1) develop a public involvement plan and 2) educate the public about congestion pricing and its effects.

A. Preliminary assessment of public response. Conduct focus groups, surveys and meetings with stakeholders to identify key issues and potential public reaction to alternative strategies. Document results.

B. Begin Public Information and Media Campaign based on results from A above.

C. Public Involvement Plan. CAC to develop Public Involvement Plan to outline process for public presentation of alternatives and data compiled in Phase I leading to selection of preferred alternative. Plan will outline involvement of CAC and TAC, community outreach meetings and strategy, plan for presentations to elected officials, and decision making process.

Phase III - Alternative Selection

Initiate and conduct the public process outlined in the Public Involvement Plan leading to actual selection of the preferred alternative. Identify the preferred implementation strategy, including specific test site(s), for the congestion pricing pilot project. Continue to monitor and evaluate public process.

A. Develop conceptual designs. TAC will develop conceptual designs, including technological and cost requirements for 5 highest ranking alternatives, including recommendations for alternative transportation improvements.

B. Initiate Public Involvement Plan. Conduct community outreach meetings, presentations to elected officials, and consensus building process leading to selection of preferred alternative.

C. Select Preferred Alternative and finalize design. Selection of preferred alternative through public process. TAC will complete design work, capital requirements and administrative plan for implementation.

Phase IV - Implementation

While the preferred alternative for the project would be selected in Phase III, regional consensus would be solidified in Phase IV, resulting in endorsement by regional decision-makers, state legislative authority, and continuation of the Public Involvement Plan. This phase would include a public information and media campaign to be carried out during implementation phase. Capital improvements (and potential alternative transportation improvements) would then be implemented.

A. Continue Public Information and Media Campaign

B. Secure legislative authority and regional (JPACT) authority for implementation of preferred alternative..

C. Implement capital improvements.

D. Implement alternative transportation improvements.

Phase V - Evaluation and Monitoring

Monitor traffic counts and speeds on selected alternative. Use modelling and surveys to determine effects of pilot project on travel behavior. Evaluate effectiveness of pilot against stated criteria. At end of pilot project document results, recommend modifications and improvements.

Appendix B

OREGON
ENVIRONMENTAL
COUNCIL

September 30, 1993

Mr. Robert G. Clour, Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, N.E.
Salem, OR 97301

RE: Metro/ODOT Application--Congestion Pricing Pilot Program

Dear Mr. Clour:

On behalf of the Oregon Environmental Council and its 2,000 members and supporters, I would like to voice strong support for the Metro/Oregon Department of Transportation (ODOT) application for Congestion Pricing Pilot Project funding.

The Oregon Environmental Council believes that, properly designed and implemented, congestion pricing can significantly lower demand for peak-period lane space, thus reducing the hours of delay lost in traffic congestion (and the associated productivity losses), at the same time eliminating a significant portion of the air pollution emissions from motor vehicles. Because of its effectiveness as a transportation demand management tool, we believe congestion pricing can also help reduce the need to build additional, very expensive, highway capacity.

The Metro/ODOT application includes significant public participation and involvement in the design, implementation, and evaluation stages of the project. We believe this project warrants selection for funding by FHWA, and that it will greatly expand what is known about the practical application of congestion pricing, including such important issues as public acceptability, the practical feasibility of various pricing techniques and tolling technologies, and the effects of congestion pricing on various travel behaviors.

We urge you to approve the Metro/ODOT application, and to provide funding at the level requested.

Sincerely,

James E. Beard, Director
Transportation Project

027 S.W. Arthur Street • Portland, Oregon 97201-4857
503-222-1963 • FAX 503-241-4260

1000 FRIENDS OF OREGON

September 28, 1993

Mr. Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, NE
Salem, Oregon 97301

Re: Metro/ODOT application for Congestion Pricing Pilot Program

Dear Mr. Clour:

On behalf of 1000 Friends of Oregon, I would like to voice strong support for the Metro/ODOT application for Congestion Pricing Pilot Program funding.

1000 Friends believes that congestion pricing can play a very important role in reducing single-occupancy vehicle use and traffic congestion, improving air quality, and reinforcing land use planning in the Portland metro area. The application drafted by Metro and ODOT will greatly expand what we know about congestion pricing, including such important issues as public acceptability, the feasibility of various pricing techniques and tolling technologies, and the effects of congestion pricing on travel behavior.

We urge you to approve the Metro/ODOT application, and to provide funding at the level requested in the application.

Very truly yours,

Keith A. Bartholomew,
LUTRAQ Project Coordinator

bcc: Rich Ledbetter

534 SW Third Avenue, Suite 300, Portland, Oregon 97204-2597
Phone: (503) 497-1000 Fax: (503) 223-0073 E-Mail: inmail@friends.rain.com

STOP
Sensible Transportation Options for People

October 1, 1993

Mr. Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, NE
Salem, OR 97301

RE: METRO/ODOT Application for Congestion Pricing Pilot Program

Dear Mr. Clour:

Sensible Transportation Options for People strongly supports the Congestion Pricing Pilot Program funding application submitted by METRO and the Oregon Department of Transportation.

Automobile congestion threatens the livability of urban areas throughout the country, and the rapid growth projected for the Portland metropolitan area makes increased congestion one of the most serious problems the region faces. Yet traditional transportation planning has failed to produce results, despite our best efforts.

The proposed Congestion Pricing Pilot Program gives us the opportunity to explore more innovative approaches to reducing congestion, and will help to answer questions about the effectiveness of market-based remedies, as well as the appropriateness of new technologies.

We are delighted to see this proposal and urge you to approve it for funding.

Sincerely,

Meeky Blizzard

Meeky Blizzard
Board Member

bcc: Andy Cotogno, METRO
Jim Beard, OEC

15405 S.W. 116th Ave. #202B • Tigard, OR 97224-2600 • (503) 624-6083 • Fax # (503) 620-5989

OSPIRG
The Oregon State Public Interest Research Group
1536 SE 11th Portland, Oregon 97214 (503) 231-4181, FAX: (503) 231-4007

October 1, 1993

Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, NE
Salem, OR 97301

Dear Mr. Clour:

I am writing to you in support of the Portland Metropolitan Services District (METRO)/ Oregon Department of Transportation (ODOT) application for Congestion Pricing Pilot Program funding. The program offers an innovative strategy for reducing traffic congestion and the environmental impacts of automobile use, and Portland can become a model for the nation.

OSPIRG is an environmental and consumer advocacy group with 35,000 citizen members. OSPIRG's policies in the areas of pollution prevention, resource conservation, and sustainable energy all stress the importance of public participation in the decision-making process, and I applaud that aspect of the METRO/ODOT application.

Rapid population growth and increasing auto use in the Portland metro area intensify the need for new solutions to the problems of air pollution, urban sprawl, and traffic congestion. Congestion pricing is one possible strategy that deserves a closer look.

I urge you to give the highest possible consideration to funding the METRO/ODOT Congestion Pricing Pilot Program.

Sincerely,

Joel Ario
Executive Director

Oregon

DEPARTMENT OF
ENERGY

September 21, 1993

Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street NE
Salem, Oregon 97301

Re: Portland Area Congestion Pricing Pilot Project

Dear Mr. Clour:

I am writing in support of the Portland Metropolitan Services District's (METRO) application for funding for the Portland Area Congestion Pricing Pilot Project. The Oregon Department of Energy (ODOE) has endorsed the concept of congestion pricing in its *Oregon Fifth Biennial Energy Plan* (1993). The *Energy Plan* supports the implementation of congestion pricing to carry out *The New Oregon Trail*, Oregon's comprehensive transportation plan.

The Portland Area Congestion Pilot Project will answer the myriad questions about how congestion pricing can work. The pilot project will provide a thorough analysis of issues, extensive public involvement and education, a well-planned demonstration, and a complete evaluation of the project. Because there is no regional experience with congestion pricing, the concept raises anxieties in many people. The pilot project should greatly advance our understanding of congestion pricing and answer directly many of the questions the concept now engenders. A successful demonstration will also provide useful information to other communities that are considering congestion pricing.

I urge you to approve the METRO application. ODOE looks forward to working with METRO and the local jurisdictions in successfully carrying out the pilot project.

Sincerely,

Christine A. Ervin
Director

Barbara Roberts
Governor

625 Marion Street NE
Salem, OR 97310
(503) 378-4040
FAX (503) 373-7806
Toll-Free 1-800-221-8035

Oregon

DEPARTMENT OF
TRANSPORTATION

HIGHWAY DIVISION
Region 1

FILE CODE:

TO: Andy Cotugno, Planning Director
Metro

FROM: Dave Williams DW
Region 1

DATE: January 25, 1993

SUBJECT: Congestion Pricing: Enabling Legislation

In endorsing Metro's application to FHWA for participation in the Congestion Pricing Pilot Program on January 20, 1993, the Commission stated that its action in no way constituted an endorsement of any specific application of tolls on state highway facilities. In fact, the Commission has no authority under current Oregon statute to levy tolls in the manner envisioned in the Region's discussions of congestion pricing.

Further, the Commission expressed its expectation that any specific proposal to assess highway tolls emerging from the pilot project, should FHWA approve Metro's application, would again come before the Commission for approval prior to any toll being levied. This position is consistent with that taken by the Department during the drafting of the needed enabling legislation for pilot program participation. I think it is fair to say that any degree of Department support for this enabling legislation will be conditioned upon this provision.

Last, the Commission wanted to review the Pilot Program application (after it is submitted to FHWA). I shall ensure this is done.

cc: Don Forbes
Bruce Warner
John Rist

DW:smc:Legislation

9002 SE McLoughlin
Milwaukie, OR 97222
(503) 653-3090
FAX (503) 653-3267

VANDERSLICE

Willamette Pedestrian Coalition

P.O. Box 2252
Portland, OR 97208-2252

TRANSPORTATION DEPT.
FEB 01 1993

28 January 1993

Mr. Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, N.E.
Salem, Oregon 97301

Dear Mr. Clour:

On behalf of the Willamette Pedestrian Coalition, I would like to express our support for the application for a Congestion Pricing Pilot Program grant for the Portland metropolitan area.

The Willamette Pedestrian Coalition is a volunteer, non-profit organization working to bring about a more pedestrian-friendly environment in the Portland metropolitan region. We are active in supporting increased funding for pedestrian facilities and specific improvements to existing facilities. We are also lobbying to strenghthen Oregon's law regarding the rights of pedestrians crossing the street.

We are interested in learning more about the potential effects of congestion pricing. We have some concerns that possible side-effects such as peak-hour spreading and neighborhood infiltration could prove detrimental to alternative modes. Properly evaluated, a pilot program will be helpful in assessing not only whether traffic congestion can be reduced, but whether there are any adverse effects on the pedestrian environment.

Without safe and convenient walkways, bikeways, and transit, it will be difficult to significantly reduce reliance on the automobile. We will continue to look for ways to improve the pedestrian network in our region.

Sincerely yours,

Ellen Vanderslice

Ellen Vanderslice
Secretary

cc: Rich Ledbetter, METRO
James E. Beard, Oregon Environmental Council

Policy Initiatives Group
122 NW 3rd
Portland, OR 97209
(503) 222-2145

January 20, 1993

Mr. Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, NE
Salem, OR 97301

RE: Metro/ODOT Application- Congestion Pricing Pilot Program

Dear Mr. Clour:

The Policy Initiatives Group would like to go on record as a supporter of the Metro/ODOT application for funding a proposed Congestion Pricing Pilot Program.

We believe that a well-designed congestion pricing program has tremendous potential as part of an overall demand management package for reducing single-occupancy vehicle use. We acknowledge that more information is necessary before such a program can be broadly implemented. The Metro/ODOT proposal would provide valuable data to the region that will help determine future program design.

We urge you to approve the application.

Sincerely,

Eric Stachon

Eric Stachon
Executive Director

TO: Mr. Robert G. Clour
Division Administrator
Federal Highway Administration
The Equitable Center, Suite 100
530 Center Street, N.E.
Salem, OR 97301

Jan. 21, 1993

FROM: Mr. Michael Meredith
President
Oregon Trucking Associations, Inc.
5940 N. Basin Ave
Portland, OR 97217

SUBJ: METRO/ODOT Application for Congestion Pricing Pilot Program

Dear Mr. Clour:

On behalf of the Oregon Trucking Association (OTA) and its 950 company members, I would like to voice support for funding of the attached Congestion Pricing Pilot Project.

The OTA strongly believes that the pilot project can play a very important role in gathering much needed data on which to objectively base future decisions concerning full-scale congestion pricing projects.

This pilot project application will greatly expand upon "what we think we know about congestion pricing", including such issues as the economic consequences and implications of various pricing techniques.

Under no circumstance should OTA's endorsement of this pilot project be construed as a blanket endorsement, or a policy position, on any future congestion pricing proposals.

Our focus in supporting this project is based strictly on the Association's conviction that there are too many subjective statements being made about the benefits of congestion pricing, and that there is a real risk that those statements will be used to justify future government policy.

Sincerely,
Michael Meredith
President
Oregon Trucking Associations

Portland State University

P.O. Box 751, Portland, OR 97207-0751

Keith
Richard
Lobeter
Hoglund

19 January 1993

Andrew Cotugno
METRO
2000 SW First Ave.
Portland, OR 97201-5398

Dear Andy:

The Center for Urban Studies, Portland State University, supports METRO's application to FHWA for a congestion pricing demonstration project. The Center has a strong record in transportation research and is building a tradition of work with state and local governments on transportation issues. Our research indicates congestion pricing is needed to allocate scarce roadway space at peak periods. Also, Portland, being an area without severe congestion, is a site where congestion pricing can be imposed at a lower price than a severely congested urban area.

The Center would like to play a role in the project. Staff of the Center have experience with stated preference techniques that may be useful in setting the correct price to charge for facilities. We have worked with leading researchers in stated preference techniques and would involve them in our part of the project if selected.

The Center for Urban Studies offers support and assistance in the design and evaluation of the congestion pricing demonstration in Portland.

Sincerely,

Kenneth Dueker

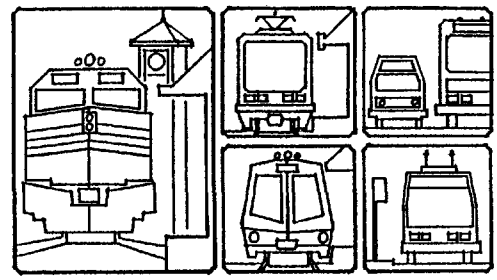
Kenneth J. Dueker
Director

/rel

School of Urban and Public Affairs Center for Urban Studies 503/725-4020
FAX 503/725-5199

Oregon Association of Railway Passengers

OreARP • P.O. Box 2772 • Portland, Oregon 97208



AN OREARP DISCUSSION PAPER

4/27/92

What's Wrong with Congestion Pricing and Automated Vehicle Toll-Collection Systems?

The above two revenue/management strategies sound good on paper, but are, in reality counter-productive to the establishment of a balanced, multimodal transportation system. We believe that the overall objectives of our transportation policies are being overshadowed by the inherent technological appeal of providing an Automatic Vehicle Identification (AVI) "fix" to congestion and funding problems.

1. The tendency of AVI toll systems will be to only cover the marginal costs of providing and maintaining the particular infra-structure directly utilized. It is unlikely that toll charges will be levied to also reflect the total social costs of automobile/truck use.

2. AVI toll systems will encourage the adding of new capacity to our already over-developed highway system, i.e., continue catering to our highway addiction. With the prospects of guaranteed toll revenues, which cannot be matched by other modal solutions, environmentally/socially questionable road projects will likely be able to by-pass rigorous cost/benefit alternatives analysis.

3. We have no inherent problem with using taxes and tolls to raise the cost of automobile and truck use to the point where it more closely matches the total social and environmental cost of that modal system, if the revenues so derived are used to build up high quality alternative transportation.

   However, **a toll system which earmarks revenues solely for the highway facilities covered** by that toll program will ultimately lead to a class system in transportation: those who can afford the tolls will benefit from a first-class, congestion-free road system, while those unable to afford the tolls will be relegated to using under-funded, very much inferior alternative transportation.

4. Oregon's road system will greatly benefit from shifting more passenger and freight traffic to alternative modes, thus reducing the overall burden on the road infrastructure. The most effective way to make such shifts is to provide broad, flexible financing structure: a **unified transportation fund** which covers the entire transportation system. Setting up a balkanized funding structure based on collection of user fees for specific components of the transportation system, like facility-specific AVI tolls, is going the wrong direction.

5. Any argument that insists that AVI tolls can be implemented to fund anything other than highway and road expenditures without an amendment to the Oregon Constitution seems disingenious since the current constitution clearly restricts the use of funds obtained from: "any tax or exise levied on the ownership, operation or use of motor vehicles." While tolls may not necessarily be considered taxes, they would be, if their proceeds are used for other purposes than for the facilities upon which they are levied.

Appendix C

Oregon

DEPT. OF LAND
CONSERVATION
AND
DEVELOPMENT

May 9, 1991

TO: Interested Persons

FROM: Susan Brody, Director Susan Brody

SUBJECT: TRANSPORTATION PLANNING RULE

Attached for your information is the transportation planning rule adopted by the Commission at its April 26 meeting. Although the rule is effective now, local governments have up to five years to make amendments to their comprehensive plans to carry out most of the rule's requirements.

The rule has been tailored to meet the different planning needs and capabilities of different areas. The most planning will be required of the state's largest urban areas, where transportation systems are most complicated and the problems associated with inadequate transportation (pollution and congestion) are most pronounced. Less populated urban areas and rural areas are subject to fewer requirements.

Consideration of Land Use Changes

Local governments in the Portland Metropolitan area will be required to consider changes to land use densities and designs as a way to meet transportation needs. For other areas this part of the rule remains optional. (See Section 035(2)) Consideration of land use changes includes setting higher residential and commercial densities and similar measures as a means of reducing demand for transportation improvements.

The Commission considered requiring reevaluation of land use by other areas, but instead adopted the following policy statement:

> *In the course of this rulemaking effort the Commission has determined that avoiding the kinds of transportation problems that face rapidly growing urban areas in other states will require reconsideration of how urban growth will be accommodated. The reason is that the pattern of growth set out in existing land use plans has a major effect on the kind of transportation system that we need. The separation of residential, commercial, industrial and other uses requires that people drive virtually everywhere they need to go. This creates a need for a major road system which, in turn, encourages people live, work and shop at increasingly spread out locations.*

BARBARA ROBERTS
Governor

313 SW 2nd, Suite B
Newport, OR 97365
(503) 265-8869

While the Commission is convinced that reconsideration of land use patterns in our urban areas is needed, it has decided not to adopt a statewide requirement for reevaluation of land use at this time. The reason is that the Commission is now in the midst of a comprehensive evaluation of the state's urban growth management policies. Based on this evaluation, the Commission expects to make and recommend changes to the state's policies on how growth within urban areas should occur.

Reduced Reliance on the Automobile

The rule encourages reduced reliance through specific planning measures to encourage other modes of transportation--pedestrian, bicycle, and transit-- where appropriate. Detailed requirements apply in the state's four "MPO" areas -- Portland, Salem, Eugene and Medford. They are required to plan for a 20% vehicle miles travelled per capita over the next thirty years.

Other areas are not required to reduce VMT but are required to adopt measures to provide for and encourage other modes of transportation. These include adopting bicycle and pedestrian elements as part of the transportation system plan and adopting specific implementing measures to support pedestrian and bicycle travel.

Technical Assistance

DLCD is continuing its work with ODOT to provide technical assistance to local governments to implement the new rule. Over the next several months, DLCD and ODOT will be distributing information on and examples of innovative ordinance provisions for transit and pedestrian friendly development patterns. In addition, ODOT is forming a "best management practices" advisory committee to assist it in preparing model ordinances for use by cities and counties to implement various provisions of the rule.

DLCD and ODOT are also investigating possible ways to provide increased financial assistance to do the planning required by the rule.

For Further Information

If you have any questions about the adopted rule, please contact Bob Cortright at 373-0084. For further information about ODOT's programs related to the rule, contact Brian Gregor at 378-3766.

Attachments

Key Features of the New Transportation Planning Rule

What Will the New Transportation Rule Do?

The transportation planning rule is designed to assure that comprehensive plans provide for a network of transportation improvements sufficient to meet identified local, regional and state transportation needs. The rule attempts to do this by clarifying how the Statewide Planning Goals and Oregon's planning laws affect transportation planning. While many existing plans adequately provide for future transportation needs, the rule should generally result in the following changes:

- More coordination between ODOT, Metropolitan Planning Organizations, counties and cities to better provide for state and regional transportation needs.
- Amendments to plans and zoning ordinances to clearly allow planned transportation improvements, including streamlined procedures for siting transportation projects.
- Ensuring that the transportation system is adequate to support planned land uses and that land uses are, in turn, consistent with the function and capacity of planned transportation systems.
- Better planning for alternative modes of transportation.
- Tailoring transportation improvements on rural lands to avoid pressure for urbanization.

Key Requirements

Timing: Except for major urban areas, cities and counties have up to five years to meet the rule. Major urban areas will have to prepare a regional plan within four years of rule adoption, with implementing city and county plans due a year later. The rule can be addressed during periodic review and existing plans that meet rule requirements need not be redone. (Section 055)

Small City/County Exemption: Cities under 2,500 and counties under 25,000 population can request a deferral if they anticipate little growth and new transportation facilities aren't likely to be needed. (Section 055)(5))

Coordination of State/Regional/Local Plans: Regional and local plans must accommodate state and regional transportation needs. ODOT, in turn, must make sure its project plans are consistent with acknowledged comprehensive plans. (Section 015)

Plan Elements: Each transportation system plan (TSP) will include elements for each major type of transportation in the planning area. Major elements are streets, public transit, bicycle and pedestrian, and air, rail, water and pipelines. Although rail, water and pipelines must be addressed, local governments are not expected to take the lead in planning such facilities. (Section 020)

Consideration of Alternatives: If new facilities or major improvements are needed, local governments will be required to evaluate a number of alternative ways of meeting these needs. Consideration of revised land use patterns or densities is required in the Portland Metropolitan area and is an option for other areas. (Section 035)

Relationship to Public Facility Planning: If the draft rule is adopted, public facility planning for transportation improvements will be part of the transportation rule rather than the Public Facility Planning Rule (OAR 660-11). Relevant parts of OAR 660-11 have been included or referenced in Section 040.

Reducing Reliance on the Automobile: The rule encourages reduced reliance on automobiles by requiring cities and counties to plan for other modes of transportation, including, public transportation and pedestrian and bicycle routes. In addition, street and road networks and new development should be laid out so that short trips can be made without driving. In urban areas of 25,000 or more, planning for public transit must be addressed. (Section 045(4))

Reduced VMT in Large Urban Areas: The state's four largest metropolitan areas (Portland, Salem, Eugene and Medford) are required to adopt targets for reducing vehicle miles travelled (VMT) per capita by 10% over the next 20 years. (Section 035(4). This must include goals for increased ridesharing and use of other modes of transportation. The Commission will evaluate efforts to achieve these objectives at five year intervals.

Plan Amendments: Plan amendments must be reviewed to assure that the transportation system is adequate to support planned land uses. In turn, land use changes will need to be reviewed to assure that they do not exceed the capacity of the planned transportation system. (Section 060)

Transportation Improvements Allowed on Rural Land: The rule lists types of transportation facilities and improvements that may be allowed on rural lands consistent with Goals 11 and 14. Additional standards are proposed for several types of road improvements to assure that they don't have urbanizing effects inconsistent with Goals 11 and 14. (Section 065)

Exceptions for Transportation Improvements on Rural Lands: This section describes how exceptions to allow certain types of transportation facilities on rural lands can be justified. Exceptions may be taken for broad corridors with the precise location to be decided during project planning. (Section 070)

Appendix D

Draft Public Involvement and Education Plan
Portland Area Congestion Pricing Pilot Project

A. Introduction

The Congestion Pricing Demonstration Project will introduce to the public a new concept for managing traffic congestion and maximizing the usefulness of existing road capacity. Toll roads and bridges are not common in this part of the country. There is only one toll facility in Oregon--the Astoria bridge on the coast. There tolls are collected to retire the debt incurred for the construction of the bridge. The successful introduction of variable road pricing requires a plan to educate the public and provide the framework for public involvement.

The mission of this Public Involvement and Education Plan is to successfully meet the following goals:

- To lay the foundation for broad and diverse public support for implementation of a regional congestion pricing project.
- To educate public policy makers, community leaders and citizens about the potential benefits of congestion pricing in the region, and involve them in the process.
- To secure regional approval and acceptance of the preferred alternative for a congestion pricing demonstration project.

For organizational purposes areas are separated, however it is understood that each area of concentration informs the other, i.e. feedback from public education and public opinion will influence public involvement. There is integration of the areas throughout the plan.

B. Public Education

1. General Public Outreach

1.1 Newsletter

The primary project communication with members of the public will be through a project newsletter. Metro will publish and distribute the newsletter on a regular basis to individuals, businesses, neighborhood organizations, business groups, and interest groups. The newsletter will provide information about congestion pricing, community outreach meetings, the project schedule, and meetings and activities of the Citizens Advisory Committee (CAC). In addition, the newsletter

may be used to distribute surveys and questionnaires. Metro may supplement bulletins and flyers as appropriate.

1.2 Audio/Visual Aid

Metro will use this tool as an introductory piece for community meetings, as part of the public opinion research and as a lead to speaking engagements.

Metro will produce a slide show or video presentation so that new phases of the project can be added on as is warranted by the study's progression.

Subject Matter: The presentation will begin with an introduction explaining the concept of congestion pricing. It will present the link between good land use policy, transportation, and liveability. It will include an overview of the project selection process and public involvement process. Staff presentations addressing the current phase of the study, presenting new data, and answering questions or concerns from the public will follow the audio/visual presentation.

The piece will be designed as a stand alone media presentation so that Metro can lend it to neighborhood associations, schools, employers, or other groups upon request.

2. Targeted Community Outreach Meetings

2.1 Purpose

The intent of the outreach meetings is to educate the public about congestion pricing, the goals of a demonstration project, and provide information about how to access the public involvement process. Community outreach is a pro-active effort by staff to meet with citizens and businesses. Metro will hold outreach meetings during each of the first four phases of the project: alternatives analysis and initial public involvement; selection of the preferred alternative; final design; and, implementation of the pilot project.

2.2 Phase I - Alternatives Analysis and Initial Public Involvement

During the initial phase of the project, public involvement staff will introduce the concept of congestion pricing. Initial presentations to the public (including the results of public opinion research) will be provided via video or slide show to introduce congestion pricing,

project timeline and public involvement process, description of travel patterns and system conditions, and how the preferred alternative will be selected.

Metro will conduct the following three types of outreach meetings during phase I:

a) House Meetings

These meetings, which will be held in private homes, will be the foundation for citizen outreach meetings. The host will invite friends and neighbors to attend the meeting. House meetings will allow for the discussion of congestion pricing in an informal and relaxed setting. Metro expects to hold house meetings throughout the region during Phase I.

b) Business and Interest Groups

Project staff will make presentation to business and interest groups throughout the region. These groups include chambers of commerce, business associations, trucking associations, and environmental groups. It is anticipated that the meetings will be held during phase I.

c) General Public Meetings

Presentations will be made to large groups of citizens at locations such as community centers and schools. These large group meetings will build on the house meetings and business and interest group meetings held throughout the region. It is anticipated that during phase I there will be __ general public meetings.

2.3 Phase II - Selection of Preferred Alternative

During phase II the public will be presented with the information on the highest ranked alternatives. Each alternative will include a description of the area impacted and how the pilot project is projected to reduce congestion. During this phase, the focus will principally be on large group meetings with citizens and business and interest groups. The meetings will be held in locations such as community centers and schools.

2.4 Phase III - Final Design

Metro will hold two types of outreach meetings during phase III:

a) Meetings in the Impact Area

A series of meetings will be held with residents and businesses directly impacted by the implementation of a pilot project. The meetings will focus on design of the project, impacts on neighborhoods and businesses, and alternative transportation improvements. Meetings will be held with neighborhood organizations and businesses to insure that concerns about project design in the impacted area are heard.

b) Regional Meetings

Several meetings will be held throughout the region to discuss design elements of the congestion pricing project.

2.5 Phase IV - Implementation of the Pilot Project

Metro will conduct outreach meetings during phase IV. It is anticipated that there will be a mix of meetings with residents and businesses generally impacted by the project, and meetings throughout the region about how to use the system.

3. Presentations to Elected Officials

Metro will keep elected officials informed at all levels. Information will be sent to City and County Council/Commission members, Legislators, City managers, and their respective staffs. Briefings will be held at key intervals throughout the study phases. In addition, officials will be informed and invited to attend community meetings held within their jurisdictions.

Local staff will assist in identifying the above people and will provide Metro the names, titles, and addresses for inclusion in the project mailing list.

4. Shared Information Dissemination Opportunities

There are many opportunities to ensure that accurate and timely information is getting out to the public. Some of these include: Community Relations Departments within each jurisdiction, the Regional Public Affairs Partners, C-TRAN Public Involvement Program, The Regional Rail Program, Metro 2040 process and The Livable City Project. Public involvement staff will produce

study materials, which staff from the above agencies/programs can incorporate into their own documents.

One key component in building consensus and ensuring broad dissemination of information is to identify key employment centers and individual CEOs in the region who are interested in the demonstration project. Metro will ask local staff to identify such key players in their communities.

5. Project Library

A public information library will be established. The library will contain copies of study maps, files of articles, and complete reports, as well as summaries photographs, slides, back copies of newsletters, and other material that might be of interest to the public, staff, the media, or other jurisdictions.

C. Public Involvement

1. The foundation for public involvement is the Citizens Advisory Committee (CAC).

1.1 Purpose and Structure

The CAC will prepare independent recommendations to the Joint Policy Advisory Committee on Transportation (JPACT) on all policy decisions requested of JPACT, regarding the Congestion Pricing Pilot Project. Such decisions will include the selection of alternative pricing scenarios, the screening of alternatives, and the selection of a locally preferred alternative. The CAC will meet periodically, will receive reports from the project manager and other technical staff, and will provide opportunity for public testimony. The committee may act on the public testimony in the form of recommendations to JPACT or direction to project staff.

Metro staff will provide committee agendas under the direction of the committee chairperson. The committee will review formal policy proposals from work generated by the Technical Advisory Committee (TAC). To ensure that the CAC maintains its role as a key "policy recommending" body, information and data derived from staff analysis will be presented to the CAC prior to presentation to the Project Management Group (PMG) whenever possible.

1.2 Membership

Membership will include representatives from the major jurisdictions within the region. JPACT will appoint members to the CAC. In addition to representatives from local jurisdictions within the region, a broad and diverse membership will include representatives from local jurisdictions within the region, citizens, environmental groups, businesses, the trucking industry and other interested parties.

2. Notice of Public Meetings

Metro PI staff will work with the Metro Public Affairs Department to ensure timely publication of CAC or other public meetings in the Oregonian newspaper and other publications as is appropriate. In addition, Metro will send a meeting agenda to all CAC members, project staff, interested citizens, and community leaders included in the overall project mailing list.

3. Direct Telephone Line

Metro will designate a direct dial telephone line (with a recording device) so that people can call for information about the project and/or leave a message regarding project operation. PI staff will be responsible for daily management of the calls, responding within no more than three (3) days from the time the call is received. The response will be in the form of a return phone call, letter, or visit, whichever the staff deems as the most efficient or appropriate. Project staff will ensure accurate information is available to the PI staff person or personally respond to a technical inquiry.

4. Project Mailing Lists

PI at Metro will maintain a list of committee members, such as the TAC, PMG, and CAC.

A general project mailing list will also be created and maintained at Metro. Metro staff will ask local staff and CAC members to submit names of interested parties, organizations, CPOs, businesses, etc., for inclusion in this master list. Informational material such as, CAC agendas, newsletters, project updates, and report summaries will be sent to everyone on this list. To ensure timely mailings and efficient updating, Metro will maintain the list through a contract with a mailing house.

5. Correspondence/Testimony Logs

Local staff will be asked to complete a correspondence form for any related

inquiries or comments they receive and to forward them to Metro PI staff. Metro staff will make sure all interested parties have their names placed in the master mailing list to receive future project information.

Testimony logs will record any public testimony received at CAC meetings. The logs will act as a quick reference for public input during the alternative analysis phase of the project.

D. Public Opinion Research

1. Purpose

Metro will conduct public opinion research during each phase of the project. The goals for the research are to assess the effectiveness of the public involvement and education process and to inform the public education process.

2. Phase I

Metro will collect baseline data in a general public opinion research poll. This poll will be conducted among residents throughout the region. In addition to providing a baseline against which subsequent polls will be measured, the data from the poll will help public involvement staff design materials for public outreach meetings and presentation materials such as visual aids.

In addition, Metro will conduct stakeholder and focus group interviews which will be used to help public involvement staff identify issues and develop materials for public outreach meetings.

3. Phases II - IV

During each subsequent phase of the project, the same public opinion poll administered during phase I will be administered in phases II through IV. The data from the poll will assist project staff to evaluate the effectiveness of the public involvement and education process.

E. The Media

1. Media Lists, News Releases and News Conferences

Accurate media lists will be maintained through Metro's Public Affairs Dept. This list will include editors and key reporters from local newspapers as well as the individual area editions of the Oregonian.

PI staff will send members of the media timely news releases and advisories announcing and summarizing CAC meetings and agendas, community meetings, and special activities/events.

Metro will use news or press conferences sparingly, if at all, as this form of media communication should be reserved to announce major developments or decisions. The entire project management staff will participate in any decision to entertain this public relations tool.

2. Interviews

PI staff will make every effort to arrange for one-on-one interviews with reporters from each of the media within the study area. PI staff will develop a press kit, provide an overall summary of the project and keep reporters informed about key dates within the study. In addition, they will provide project status information, and arrange for interviews with appropriate staff members as requested.

3. Advertising

As appropriate, Metro will purchase display advertisements in local newspapers to announce community meetings, key CAC meetings, or any other major activity which might impact the communities within the study area.

4. Phase IV - Project Implementation

During phase IV, Metro will use the media to announce the implementation of congestion pricing and to explain how road users will use the system. In addition to news reports about the project's implementation, advertisements will be placed on various media for the sale of toll cards to citizens and businesses.

COMMITTEE MEETING TITLE IPACT

DATE 10-14-93

NAME	AFFILIATION
Craig Townsend	Cities of Clackamas Co.
Tom Walsh	Tri-Met
Andy Cotugno	Metro
George Ann Zeiger	Metro
Michael Hoglund	Metro
Ed White	C-TRAN
Roy Rogers	Washington County
Gary Hansen	Mult Co
Steve Greenwood	DEQ
Rod Monroe	Metro Council
Bonnie Giusto	Gresham - Cities of Mult Co
Bruce Hagensen	City of Vancouver
Gerry Smith	WSDOT
Michael A. Burrescia	Washington County
GB ARRINGTON	TRI-MET
John C. Kelley	DLCD
Susan Lee	Metro
RICHARD ROSS	GRESHAM - CITIES OF MULT CO.
David Knudsen	Gresham
Troy Horton	Friends of Cedar Springs
Jeff Hyde	Citizen
Bob Bothman	MCCI
ERIC HERST	CC

COMMITTEE MEETING TITLE JPACT

DATE 10-14-93

NAME	AFFILIATION
Pamela Reamer-Williams	OR Trucking Assocs
Elsa Coleman	City of Portland
Mary Legry	WSDOT
Dean Lookingbill	RTC
Jim Ebert	Alt. Clack. Co. Cities.
ROD SANDOR	CLACKAMAS COUNTY
Kathy Busse	Multnomah County
Molly O'Reilly	Citizen member of TPAC
STEVE DOTTERRER	CITY OF PORTLAND
[signature]	AAA Oregon