STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1474 FOR THE PURPOSE OF AMENDING THE FY 92 UNIFIED WORK PROGRAM TO INCLUDE AIR QUALITY PLANNING ACTIVITIES

Date: June 25, 1991 Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution would amend the FY 92 Unified Work Program to include the following air quality planning activities:

1. Development of an automobile emissions forecasting model.

2. Estimation of current and future automobile-related emissions.

3. Support for the Central City Transportation Management Plan to meet carbon monoxide standards in downtown Portland.

4. Evaluation and adoption of demand management programs for inclusion in the RTP to reduce automobile-related emissions.

5. Staff support with DEQ to the Portland area Task Force on Automobile Emissions created by the '91 Oregon Legislature.

TPAC has reviewed the FY 92 UWP amendment and recommends approval of Resolution No. 91-1474.

FACTUAL BACKGROUND AND ANALYSIS

The Portland region is currently designated in non-attainment of air quality standards for ozone (resulting from hydrocarbon emissions) and carbon monoxide (resulting from internal combustion engines). The automobile is the principal source of these pollutants. In accordance with the Clean Air Act of 1990, the region must attain the ozone standard by November 15, 1993 and the carbon monoxide standard by December 31, 1995. Upon attainment, the standard must be maintained thereafter. The Metro RTP and TIP must be periodically evaluated to ensure these plans and programs as a whole meet and maintain the standards. With certain exceptions, individual projects can only be implemented if the total plan can be shown in conformity. Failure to meet these and various other requirements can result in sanctions including withholding of highway funds and additional mandatory control measures. A summary of Clean Air Act requirements is included as Attachment A to this Staff Report.

The work program includes the following key areas of activity:

Central City Transportation Management Plan

The automobile emissions model for the region will be developed through consultant support for this task. Metro and Portland staff will provide technical support for traffic forecasts to be used for calculating vehicle emissions. The final product will be the carbon monoxide implementation and maintenance plan for the Central City area.

Base Automobile Emissions Estimates

Estimates will be made for automobile emissions of carbon monoxide and hydrocarbons for the current year and for an RTP and TIP base condition. Current estimates are a required submission to EPA by 1993. RTP and TIP estimates are required to establish conformity and to include in a plan to demonstrate that the standards can be maintained upon attainment.

Demand Management Program

This is the major area that is anticipated will be needed to reduce automobile emissions in the RTP and TIP. A comprehensive evaluation of demand management and system management techniques will be evaluated to determine their feasibility and effectiveness in reducing emissions and assisting with other objectives relating to congestion and mobility. The result will be an implementation program, including responsibilities and cost for inclusion in the RTP and TIP.

Portland Area Task Force on Automobile Emissions

The '91 Legislature established this task force to develop recommendations for reducing automobile emissions while maintaining mobility with particular emphasis on alternative forms of transportation. The Metro demand management analysis will be a major input to their review. Their recommendations will be considered for inclusion in the Metro/DEQ State Implementation Plan and will be forwarded to the relevant Interim Committee in September 1992 and to the '93 Oregon Legislature.

This activity will be continued to the FY 93 Unified Work Program which will include tasks to prepare required implementation and maintenance plans to the Environmental Protection Agency (EPA).

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1474.

METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

ATTACHMENT A

Clean Air Act of 1990

I. Classify areas according to severity of air pollution problem (see Attachment A-1).

II. Mandatory programs required to be implemented according to severity of the area's air pollution problem (see Attachments A-2 and A-3).

OZONE is an areawide pollutant (smog) formed by the reaction of volatile organic compounds (such as gasoline or solvents) with heat and sunlight. Violations occur downwind of the metropolitan area as a result of total metropolitan emissions.

Must meet ozone standard by November 15, 1993.

Corrections to the New Source Review Program must be implemented by November 15, 1992.

"Fix-ups" to existing RACT controls must be impleplemented by May 15, 1991 (RACT = Reasonably Available Control Technology on industrial sources).

Corrections or implementation of vehicle inspection program must be implemented immediately.

An updated inventory of existing stationary, areawide and transportation sources of emissions must be submitted by November 15, 1992.

CARBON MONOXIDE is a localized pollutant resulting from combustion (principally from autos). Violations occur at "hot spots" where there is too high a concentration of pollutant in one location. Downtown Portland has historically been the violation area. However, no violations have been recorded recently and violations have been occurring in Vancouver and on 82nd Avenue.

Must meet CO standard by December 31, 1995.

Vehicle inspection program must be implemented.

Oxygenated fuels required (depending upon availability from suppliers; more severe areas have priority).

An updated inventory of emission sources due November 15, 1992.

III. Failure to meet attainment schedule causes slippage to the next highest classification of severity with additional mandatory requirements.

IV. Upon attaining standards, an area can petition for designation as an attainment area and must submit a plan defining how standards will be maintained over time.

V. Annual Transportation Improvement Program (TIP) must be evaluated for "conformity" with air quality standards (i.e., does the total pollutant load with the TIP implemented meet the standard?).

Amendments to TIP or changes to proposed projects require a project-specific air quality analysis.

VI. Sanctions

Current

Sanctions imposed due to failure to submit State Implementation Plan (SIP).

EPA could withhold highway funding from the state and urban area.

Proposed

Sanctions imposed due to failure to submit any required submission or failure to implement any SIP provision.

EPA can withhold highway funding from the jurisdiction failing to act; improvements that are for safety, rehabilitation or beneficial to air quality are exempt.

VII. EPA defines standards for calculating vehicle miles traveled upon which vehicle emission estimates are based.

VIII. Clean Air Act moves toward a market-based approach to air pollution control -- $25.00 per ton of emission imposed on industry.

IX. Additional actions will be required in the Portland metropolitan area to maintain standards after attainment, to avoid slippage into a more severe category and to accommodate future growth. Interstate coordination of control measures is essential.

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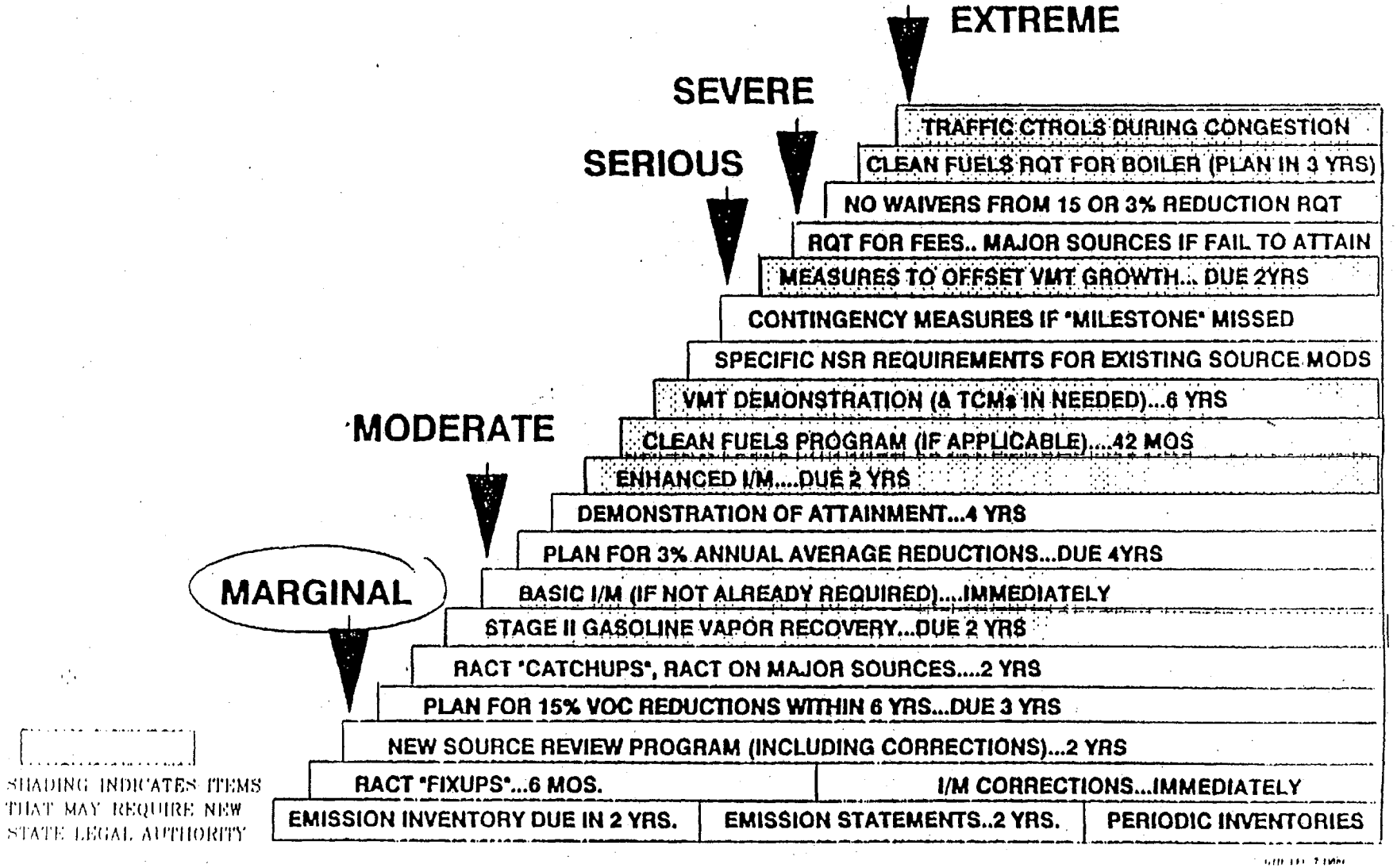
CLASSIFICATION OF AREAS

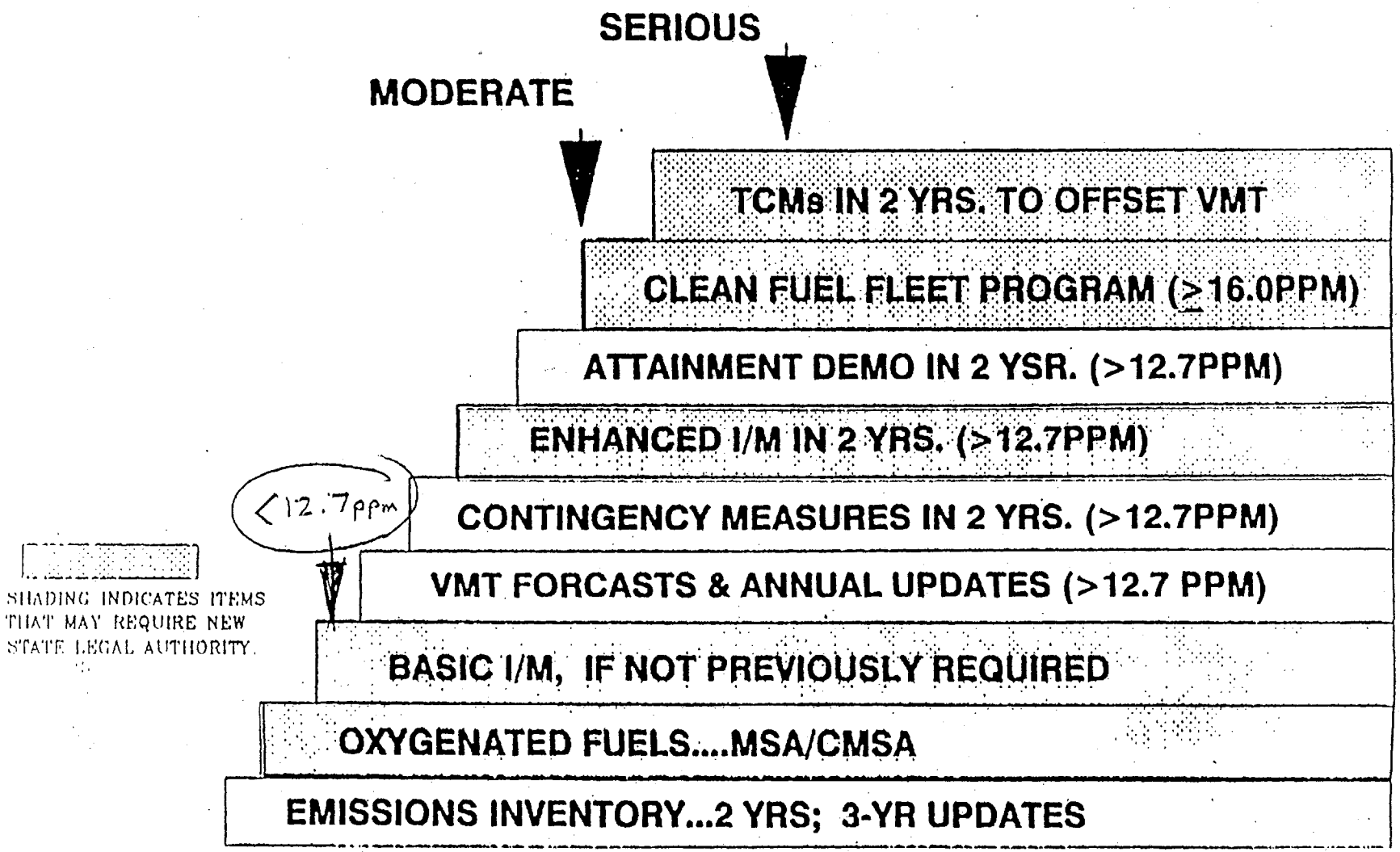
	CLASS	LEVEL - PPM	ATTAINMENT DATE
Ozone	Marginal	.121 to .138	3 years ← Portland/Vancouver
	Moderate	.138 to .160	6 years
	Serious	.160 to .180	9 years
	Severe 1	.180 to .190	15 years
	Severe 2	.190 to .280	17 years
	Extreme	.280 and above	20 years
Carbon Monoxide	Moderate	9.1 to 16.4	12/31/95 ← Portland/Vancouver
	Serious	16.5 and up	12/31/00
	For ozone and CO: Adjustment Possible Based On 5% Rule; EPA May Grant Two One-Year Extensions of Attainment Date		
PM-10	Moderate	N/A	12/31/94
			6 years for future areas
	Serious	N/A	12/31/01
			10 years for future areas
	Possible Extension of Attainment Date Up to Five Years for Serious Areas		

REQUIREMENTS FOR OZONE PLANS



SHADING INDICATES ITEMS THAT MAY REQUIRE NEW STATE LEGAL AUTHORITY

REQUIREMENTS FOR CO PLANS



BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE FY 92 UNIFIED WORK PROGRAM TO INCLUDE AIR QUALITY PLANNING ACTIVITIES	RESOLUTION NO. 91-1474 Introduced by David Knowles, Chair Joint Policy Advisory Committee on Transportation

WHEREAS, The FY 92 Unified Work Program was adopted by Resolution No. 91-1407; and

WHEREAS, The Clean Air Act of 1990 establishes new air quality requirements affecting automobile emissions; and

WHEREAS, Metro is the lead agency designated to ensure compliance with the Clean Air Act for automobile-related emissions; and

WHEREAS, The Department of Environmental Quality is responsible for ensuring overall compliance with the Clean Air Act; and

WHEREAS, The Metro Regional Transportation Plan and Transportation Improvement Program must be evaluated periodically to ensure conformity with the State Implementation Plan for meeting Clean Air Act requirements; and

WHEREAS, The '91 Oregon Legislature has established a Portland area Task Force on Automobile Emissions; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District does hereby amend the FY 92 Unified Work Program to include air quality planning activities as reflected in Exhibit A.

2. That this work program and policy conclusions shall be coordinated with actions in Clark County, Washington.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1991.

_____
Tanya Collier, Presiding Officer

ACC:lmk/6-25-91
91-1474.RES

EXHIBIT A
TO RESOLUTION NO. 91-1474

PROGRAM DESCRIPTION

In cooperation with DEQ, Metro will update current year estimates and future year forecasts of emissions to determine whether federal clean air standards can be achieved by the mandatory deadline and maintained thereafter. In cooperation with Tri-Met, the Department of Environmental Quality, the Oregon Department of Transportation, and local jurisdictions, Metro will act as the lead agency in a comprehensive analysis of alternative demand management techniques applicable in the Portland region. The objectives of demand management are to reduce vehicle miles traveled (VMT) in the region, thereby reducing the demand for transportation capital expenditures, improving air quality, improving neighborhood livability and reducing energy consumption. Appropriate evaluation methodologies will be identified or developed for an alternatives analysis of various demand management techniques. The analysis will lead to recommendations for a demand management implementation strategy for the region which may include amendments to the RTP and to local comprehensive plans and ordinances. Each technique will be evaluated for its emissions reduction potential. In addition, the "Base Case" RTP and an amended RTP to incorporate recommended measures will be evaluated.

Metro will participate in the City of Portland Transportation Management Plan. Technical assistance relating to travel demand impacts resulting from alternative measures will be provided to allow the consultant to calculate emissions. Metro will participate with DEQ to provide support for the Portland area Task Force on Automobile Emissions established by the 1991 Oregon Legislature.

PROGRAM NARRATIVE

Metro's involvement in air quality planning is precipitated by the Clean Air Act of 1990. In accordance with federal law, the standard for ozone (hydrocarbon emissions) must be met by November 1993 and carbon monoxide by November 1995. Thereafter, the standard must be maintained. Since automobile emissions are the primary source for these two pollutants, the Regional Transportation Plan and Transportation Improvement Program must conform to this requirement. The full scope of the Clean Air Act requirements will be documented as part of this work program. Metro's involvement in automobile emissions will be integrated with DEQ's proposals for stationary sources for comparison to the overall federal standard. The following major components are included in Metro's air quality work program:

1. Involvement in Portland Central City Transportation Management Plan.

2. Update to current hydrocarbon and carbon monoxide emissions inventory.

3. Evaluation of air pollution emissions of the RTP.

4. Evaluation of alternative demand management programs for inclusion in the RTP to reduce vehicle travel and air pollution emissions.

5. In cooperation with DEQ, support for the Portland area Task Force on Automobile Emissions established by the '91 Oregon Legislature.

6. In cooperation with DEQ, development of an air quality maintenance plan for ozone and carbon monoxide demonstrating ongoing attainment of the federal standard.

The Portland Central City Transportation Management Plan is underway to update the key element of the carbon monoxide state implementation plan, the downtown parking policy. A consultant will develop an air pollution emissions model and evaluate the air quality effects of alternative Central City transportation management plans. Metro and Portland staff will provide travel forecasts to the consultant to estimate emissions. In addition, the consultant will provide the air pollution emissions model to Metro and Portland to incorporate into the regional models for ongoing use.

The Demand Management Program is intended to study the benefits and constraints of a comprehensive and regionwide strategy of demand management activities. The study element would have two major goals:

1. Identify and evaluate various demand management strategies from both a technical and policy level. Evaluation criteria would include reductions in VMT, improvements to air quality and consistency with land use goals and policies; and

2. Develop a regional demand management program of strategies for the Portland region. The program would include adoption, implementation, enforcement, and evaluation procedures for selected alternative strategies. The program and analysis would supplement and be incorporated into Metro's Urban Growth Management and Regional Transportation Planning efforts.

Major tasks include:

- Identify regional demand management issues and objectives consistent with the study goals.

- Conduct a literature search to identify a comprehensive list of demand management alternatives, both "traditional" (existing) and "innovative."

- Develop an evaluation methodology to analyze the list of demand management techniques. The methodology will evaluate the techniques for their ability to achieve study goals for VMT reduction, air quality improvements, etc. and will evaluate other technical, legal, policy and locational implications. A benefit/cost analysis will be used to measure the effectiveness of demand management on capital expenditure requirements.

- Conduct an alternatives analysis of the various demand management techniques using the methodology developed above.

- Prepare a report describing the study alternatives, the relationship to Clark County, Washington air quality actions, the results of analysis and a recommended strategy for demand management in the Portland region.

Metro's RTP-related air quality analysis will involve evaluating the conformity of the overall plan to air quality standards, with and without the addition of new demand management programs. This work will satisfy requirements to update the current year automobile emissions inventory and as input to an amendment to the State Implementation Plan (SIP) to demonstrate that the standard can be maintained after attainment. Actual preparation of the SIP amendment will carry forward to the FY 92-93 Unified Work Program.

TASK BUDGET

1.	Central City Plan Support	$ 65,260
2.	Demand Management Program	121,500
3.	RTP Emissions	12,000
4.	Portland Area Task Force on Automobile Emissions. .	30,000
		$228,760

Expenses		Revenues	
METRO			
Personal Services	$168,760	DEQ/EPA*	$204,460
Materials & Services. . .	10,000	Metro	12,150
	$178,760	ODOT.	12,150
			$228,760
PORTLAND			
Personal Services	$ 10,000		
Materials & Service . . .	40,000		
	$ 50,000		
TOTAL	$228,760		

*Subject to approval of EPA and the Legislative Emergency Board.

ACC:lmk
91-1474.RES
7-1-91

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: May 30, 1991

TO: JPACT, UGMPAC, Metro Council

FROM: Richard H. Carson, Director, Planning and Development
Andy Cotugno, Director, Transportation Planning

RE: Region 2040

A central component of our Coordinated Inderdepartmental FY 1991-92 Workplan is the Transportation/Land Use Concepts Phase 1 Study. This study is funded from dues, excise tax, ODOT, and Tri-Met for a total of $250,000. In addition, it is supported by an additional $30,000 of Metro excise tax funding earmarked for citizen involvement. Attached to this memo is a more detailed description of the proposed workplan, including a proposal for a management committee and a timeline for the next few months.

We believe that this project must speak directly to two major regional planning concerns:

1) Regional Vision - The Urban Growth Management Plan Policy Advisory Committee has identified the development of a vision for the future development of the metropolitan area as critical to the implementation of the RUGGOs. This study needs to provide a participatory opportunity for embarking on this task.

2) The Major RTP - The major RTP update must deal effectively with the broad issue of urban form, particularly in light of the new state transportation planning rule and the high likelihood of urban growth boundary expansions in the future, given current trends. This study must yield a long-range view of urban form in the region that can be used in the process of transportation system modeling for the next RTP.

The project described here is envisioned as the first phase of a two-phased study. The products of this first phase will include a description of a trend development scenario, clarification of regional expectations for livability, and the selection of a range of reasonably possible alternative future development concepts. The second phase will involve a quantitative analysis and blending of the alternatives and the status quo, in light of regional livability concerns, in order to arrive at a preferred future vision. This project will ultimately result, therefore, in a preferred 50-year vision for the region, Region 2040.

The first step in the process will be the selection of the Management Committee, described in more detail in the attachment. Both TPAC and the Urban Growth Management Plan Technical Advisory Committee will be asked to assist with the selection of that committee during the month of June. The Metro Council, JPACT and the Urban Growth Management Policy Advisory Committee will be consulted regarding this proposal prior to development of the final RFP. In order to meet the objectives for this work in the next fiscal year, it will be imperative to meet the timeline for RFP development and contract award outlined in the attachment.

Please feel free to contact either of us should you have any questions.

RC:AC:lmk

Attachment

REGION 2040 STUDY

Preliminary Proposal

July 1, 1991

Introduction

By most measures, the Portland metropolitan region is among the most livable urban areas in the nation. Residents of this area enjoy relatively short work commutes, good access to the natural environment, high quality and plentiful water supplies, and engaging urban settings. The region is anchored by a 24-hour downtown that is frequently touted as a place to experience in national magazines and newspapers. MAX is a success and the citizens of the region have acted affirmatively to make transit a more important partner in our transportation system in the future.

Nonetheless, there are signs that residents of this region ought not to take their vaunted livability for granted. Commute times are increasing, and are projected to increase by some 33% by the year 2010 even with massive improvements to our regional transportation system. Recent studies have concluded that the resources available to meet the infrastructure needs of the region fall far short of the actual expenditures required. Even with improved automobile efficiencies, air quality could decline as the total vehicle miles travelled in the region increases at a rate in excess of the rate of population growth.

In short, the growth coming to this region is beginning to change the quality and nature of this place, threatening the very livability that this region is known for. The challenge is clear: how can we maintain, even enhance the livability of this region while accommodating the growth coming our way? As the effects of growth begin to limit choices and opportunities, how can the region act cooperatively to add diversity to the options before us? How, in fact, can the growth that is coming be embraced by the communities of the region rather as a asset than regarded as a cause for concern?

We have the opportunity now to embark on a path towards a program for maintaining livability that is guided by a desire to enhance the economic, political, and cultural strength of the region, maintain a wide range of opportunities for the people living here, and directly work to preserve the quality that distinguishes this region as an urban place. This proposal for a Region 2040 Study is the next step towards that goal.

The Region 2040 Study Approach

Region 2040 is a 50-year look into the future. It is designed to build off of the work done to date on the RUGGO's, and to address the needs identified above. The process would begin with an assessment of regional values pertaining to livability. The product would be that short list of concerns that describe first, what makes the region livable for residents of the region

and second, the things that are most central to maintaining and enhancing livability in the future. Concurrent with this regional values inventory would be the development of a 50-year "trend" development scenario. The trend scenario would attempt to describe where we seem to be headed given current and emerging regional dynamics. The regional values inventory would be used to evaluate the trend scenario in terms of its likely affect on the livability of the region and to define evaluation criteria to describe the Region 2040 concept to be implemented.

The regional values inventory would then be used to develop a set of screening criteria for the generation of a range of future regional development alternatives. The RUGGO's begin to describe a range of "building blocks" or variables that could be combined in a variety of ways to develop future growth scenarios. For example, expansion into urban reserves plus the development of mixed-use urban centers is one brief and very general possible scenario. There are many more. In addition to the trend scenario, a wide range of alternatives would be produced. The screening criteria along with a market analysis and the regional values inventory would be used to refine the broad list of scenarios into a few likely prospects plus the trend scenario for further analysis.

The product of this effort would be 4 to 6 scenarios plus a trend scenario defined in specific enough terms so that generalized maps could be developed to illustrate them. As in the Vision 2020 program in the Puget Sound region, the scenarios would be summarized in the form of a readable, engaging tabloid or other similar vehicle for wide public distribution. In addition, evaluation criteria would be developed for comparing the scenarios to each other in the next phase of this project, setting the stage of the blending and balancing of the scenarios into a preferred regional development vision.

Parallel to the Region 2040 Study, Metro would carry out two other more specific analyses. The first will be a study of urban infill potential in the region and the second will be an analysis of the application of the urban reserve concept. Both are needed to prepare for the next regional growth allocation following the 2015 forecast of population and employment growth. In addition, both would include at least preliminary assessments of infrastructure needs. These studies would also be used in phase II of the Region 2040 Study to help shape and select a preferred vision for the region.

Region 2040 Study Management

Oversight for the management of the study process would be supplied by a Management Committee. The Management Committee's primary task would be to ensure the involvement of citizens, JPACT, RPAC, standing technical committees, local governments, the Metro Council, and other interests in the study process. The Management Committee would not have any policy-related role. The committee would be small and would meet on a pre-arranged, regular basis. It would be composed of 8 members, reflecting the funding for the study:

Metro Excise Taxes
-- Andy Cotugno, Director, Transportation Planning, Metro
-- Rich Carson, Director, Planning and Development, Metro

ODOT
-- A representative from ODOT, Region I

Tri-Met
-- A representative from Tri-Met Staff

Dues
-- 2 local government representatives from TPAC
-- 2 local government representatives from the UGMTAC

The representatives of dues paying jurisdictions from TPAC and the UGMTAC are recommended to be the City of Portland, Multnomah County, Clackamas County, and Washington County. Any consideration for added representatives should be through substitution to ensure that committee can function as a true management committee and not expand in number or in scope to a study policy committee.

The Management Committee would serve as a bridge between JPACT and RPAC. Policy issues would be brought to those committees for the development of recommendations to the Metro Council. The committee is needed to ensure that the project moves along in a timely manner and to provide a regular point of contact between study sponsors and consultants.

Timetable

June, 1991	Management Committee formed after consultation with Urban Growth Management Plan Technical Advisory Committee and TPAC
July, 1991	Management Committee presents workplan to JPACT and Urban Growth Management Plan Policy Committee for review and recommendation, and to Metro Council for adoption as part of contract review process
July, 1991	Management Committee prepares RFP and presents it to Metro Transportation and Land Use Committee for authorization for release in August
August, 1991	RFP released
October, 1991	Management Committee screens responses and recommends contractor to Metro Transportation and Land Use Committee
October, 1991	Contract awarded
November, 1991	Work begins with presentations to JPACT and RPAC

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: July 2, 1991 (revised 7-10-91)

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: Proposed Policy Framework for ODOT Oregon Transportation Plan

Attached is a draft policy framework developed by Metro as input to the ODOT Oregon Transportation Plan. It is drawn from the Regional Transportation Plan (RTP) and the new LCDC Transportation Rule. The recommendations of ODOT's Urban Mobility Committee will be considered by the Oregon Transportation Commission over the next several months.

JPACT's comments on this policy framework are welcomed.

ACC:lmk

Attachment

Oregon Transportation Plan
Urban Mobility Policies

Overview

It is the policy of the State of Oregon to direct urbanization into the established urban growth boundaries of city and county comprehensive plans and to protect areas outside these boundaries for farm and forest use. Specific requirements of the state planning goals include provision of sufficient urban services and facilities to accommodate this growth at an efficient density and to limit development in the rural areas to those uses and densities compatible with maintaining its farm and forest character.

Since the urban areas of the state are targeted for growth and development, the underlying principles of the Oregon Transportation Plan for these areas are:

. To encourage and facilitate growth within urban growth boundaries; and

. To protect the quality of life for the urban residents.

Goals

To accomplish this, the urban transportation elements of the Oregon Transportation Plan have the following overall goals:

1. To promote the growth and redevelopment of the designated urban growth boundaries through provision of an adequate level of urban mobility through multi-modal accessibility to a wide range of urban activities.

2. To integrate the urban transportation system with the multi-modal transportation system designated by ODOT for international, interstate and intercity movement of people and goods.

3. To provide for intermodal connections between elements of the international, interstate and intercity transportation system and connections to the urban transportation system.

Policy Framework

The urban transportation system shall be defined as a multi-modal system. It shall delineate the system needed to support implementation of local comprehensive plans, including sufficient coverage and capacity for each mode. These systems shall be defined based upon the following policies:

1. In accordance with Subsection 660-12-035(e) of the State Transportation Rule, "The transportation system shall avoid principal reliance on any one mode of transportation and shall reduce reliance on the automobile."

2. In accordance with Subsection 660-120035(3)(d) of the Transportation Rule, "The transportation system shall minimize conflicts and facilitate connections between modes of transportation" (e.g., a highway right-of-way and design should not eliminate a future transit option where appropriate and, conversely, transit projects should accommodate requirements for subsequent arterial, pedestrian and bicycle facilities).

3. In accordance with Subsections 660-12-135(b) and (c) of the Transportation Rule, per capita vehicle miles traveled should be reduced by 10 percent over the next 20 years and 20 percent over the next 30 years.

4. Multi-modal system planning in urban areas should ensure that actions result in the selection of the best transportation solution regardless of mode or action. System planning should give equal consideration to pedestrian, bicycle, transit, demand management, system management and highway solutions or combinations of solutions.

5. ~~A~~ Mminimum policies for level-of-service or system design should be defined for each mode to meet the above objectives.

6. Additional capacity over and above the minimum level-of-service defined based upon the above policies shall be contingent upon a multi-modal decision-making process to maintain the minimum level-of-service and provide for the movement of goods and people at the greatest combined economic efficiency and cost-effectiveness and with the least combined environmental impact.

System Design

The multi-modal transportation system shall be defined to provide the maximum level of mobility for urban, international, interstate and intercity travelers at the least cost and environmental impact compatible with local comprehensive plans. The final system plan must be a balance between the level of mobility desired and possible and the extent of cost and environmental impact which can be implemented.

The following objectives for mobility must be considered (specific performance standards to be developed as part of modal system plans):

1. Objective: To maintain multi-modal accessibility to jobs for residents of the region throughout the urban growth boundary.

2. Objective: To provide a public transit system which at a minimum maintains accessibility to jobs for the transportation disadvantaged.

3. Objective: To maintain multi-modal accessibility to shopping opportunities for residents of the region.

4. Objective: To maintain multi-modal accessibility to markets for major shopping and activity center investments.

5. Objective: To maintain multi-modal accessibility to major freight distribution centers.

The following cost consideration must be taken into account:

1. Objective: To minimize the total combined public cost associated with the multi-modal transportation system including cost of improvements and cost for operation and maintenance of the system.

The following environmental impact considerations must be taken into account:

1. Objective: To ensure consideration of applicable environmental impact analyses and practicable mitigation measures in the multi-modal decision-making process.

2. Objective: To minimize the region's transportation-related energy consumption through improved auto efficiencies and increased use of transit, carpools, vanpools, bicycles and walking.

3. Objective: To meet and maintain the federal air quality standards for the region. The long-range Transportation Plan and short-range Transportation Improvement Program (TIP) shall be consistent with the State Implementation Plan (SIP) for air quality.

4. Objective: To minimize disruption associated with capital improvement projects.

5. Objective: To remove through traffic from neighborhood streets which results from congestion on adjacent facilities.

Implementation

The Urban component of the Oregon Ttransportation Pplans shall be compatible with the state planning goals and the land uses defined in local comprehensive plans based upon the following policies:

1. The transportation system defined in urban transportation plans shall provide for sufficient capacity to be in balance with and support the level of urban development expected in local comprehensive plans.

~~2. If major additions to the highway system are required, consideration shall be given to an alternative which alters the planned land use designations and does not require the proposed highway project.~~

2. In metropolitan areas of larger than 1,000,000 population, local governments and MPOs shall evaluate alternative land use designations, densities and design standards to meet local and regional transportation needs.

3. Land use patterns which improve accessibility while conserving the need to travel shall be pursued to the extent possible.

4. Higher density land uses shall be coordinated with the provision of transit service and demand management programs.

5. Transportation and land use plans of cities, counties, service providers and MPOs shall be developed on a coordinated basis.

6. Land use controls shall be implemented by local jurisdictions to protect the intended operation of planned facilities through access management and to preserve right-of-way for planned facilities.

Urban transportation financing shall be implemented based upon the following policy:

1. Transportation financing sources shall be developed to ensure multi-modal transportation decision-making is not biased.

2. In prioritizing transportation resources, consideration shall be given to the extent to which state, regional and local transportation objectives must be met.

ACC:lmk
JPAC0702.MMO
7-10-91

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: July 2, 1991

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: Proposed Policy Framework for ODOT Oregon Transportation Plan

Attached is a draft policy framework developed by Metro as input to the ODOT Oregon Transportation Plan. It is drawn from the Regional Transportation Plan (RTP) and the new LCDC Transportation Rule. The recommendations of ODOT's Urban Mobility Committee will be considered by the Oregon Transportation Commission over the next several months.

JPACT's comments on this policy framework are welcomed.

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Oregon Transportation Plan
Urban Mobility Policies

Overview

It is the policy of the State of Oregon to direct urbanization into the established urban growth boundaries of city and county comprehensive plans and to protect areas outside these boundaries for farm and forest use. Specific requirements of the state planning goals include provision of sufficient urban services and facilities to accommodate this growth at an efficient density and to limit development in the rural areas to those uses and densities compatible with maintaining its farm and forest character.

Since the urban areas of the state are targeted for growth and development, the underlying principles of the Oregon Transportation Plan for these areas are:

. To encourage and facilitate growth within urban growth boundaries; and

. To protect the quality of life for the urban residents.

Goals

To accomplish this, the urban transportation elements of the Oregon Transportation Plan have the following overall goals:

1. To promote the growth and redevelopment of the designated urban growth boundaries through provision of an adequate level of urban mobility through multi-modal accessibility to a wide range of urban activities.

2. To integrate the urban transportation system with the multi-modal transportation system designated by ODOT for international, interstate and intercity movement of people and goods.

3. To provide for intermodal connections between elements of the international, interstate and intercity transportation system and connections to the urban transportation system.

Policy Framework

The urban transportation system shall be defined as a multi-modal system. It shall delineate the system needed to support implementation of local comprehensive plans, including sufficient coverage and capacity for each mode. These systems shall be defined based upon the following policies:

1. In accordance with Subsection 660-12-035(e) of the State Transportation Rule, "The transportation system shall avoid principal reliance on any one mode of transportation and shall reduce reliance on the automobile."

2. In accordance with Subsection 660-120035(3)(d) of the Transportation Rule, "The transportation system shall minimize conflicts and facilitate connections between modes of transportation" (e.g., a highway right-of-way and design should not eliminate a future transit option where appropriate and, conversely, transit projects should accommodate requirements for subsequent arterial, pedestrian and bicycle facilities).

3. In accordance with Subsections 660-12-135(b) and (c) of the Transportation Rule, per capita vehicle miles traveled should be reduced by 10 percent over the next 20 years and 20 percent over the next 30 years.

4. Multi-modal system planning in urban areas should ensure that actions result in the selection of the best transportation solution regardless of mode or action. System planning should give equal consideration to pedestrian, bicycle, transit, demand management, system management and highway solutions or combinations of solutions.

5. A minimum level-of-service should be defined for each mode to meet the above objectives.

6. Additional capacity over and above the minimum level-of-service defined based upon the above policies shall be contingent upon a multi-modal decision-making process to maintain the minimum level-of-service and provide for the movement of goods and people at the greatest combined economic efficiency and cost-effectiveness and with the least combined environmental impact.

System Design

The multi-modal transportation system shall be defined to provide the maximum level of mobility for urban, international, interstate and intercity travelers at the least cost and environmental impact compatible with local comprehensive plans. The final system plan must be a balance between the level of mobility desired and possible and the extent of cost and environmental impact which can be implemented.

The following objectives for mobility must be considered (specific performance standards to be developed as part of modal system plans):

1. Objective: To maintain multi-modal accessibility to jobs for residents of the region throughout the urban growth boundary.

2. Objective: To provide a public transit system which at a minimum maintains accessibility to jobs for the transportation disadvantaged.

3. Objective: To maintain multi-modal accessibility to shopping opportunities for residents of the region.

4. Objective: To maintain multi-modal accessibility to markets for major shopping and activity center investments.

5. Objective: To maintain multi-modal accessibility to major freight distribution centers.

The following cost consideration must be taken into account:

1. Objective: To minimize the total combined public cost associated with the multi-modal transportation system including cost of improvements and cost for operation and maintenance of the system.

The following environmental impact considerations must be taken into account:

1. Objective: To ensure consideration of applicable environmental impact analyses and practicable mitigation measures in the multi-modal decision-making process.

2. Objective: To minimize the region's transportation-related energy consumption through improved auto efficiencies and increased use of transit, carpools, vanpools, bicycles and walking.

3. Objective: To meet and maintain the federal air quality standards for the region. The long-range Transportation Plan and short-range Transportation Improvement Program (TIP) shall be consistent with the State Implementation Plan (SIP) for air quality.

4. Objective: To minimize disruption associated with capital improvement projects.

5. Objective: To remove through traffic from neighborhood streets which results from congestion on adjacent facilities.

Implementation

Urban transportation plans shall be compatible with the state planning goals and the land uses defined in local comprehensive plans based upon the following policies:

1. The transportation system defined in urban transportation plans shall provide for sufficient capacity to be in balance with and support the level of urban development expected in local comprehensive plans.

2. If major additions to the highway system are required, consideration shall be given to an alternative which alters the planned land use designations and does not require the proposed highway project.

3. Land use patterns which improve accessibility while conserving the need to travel shall be pursued to the extent possible.

4. Higher density land uses shall be coordinated with the provision of transit service and demand management programs.

5. Transportation and land use plans of cities, counties, service providers and MPOs shall be developed on a coordinated basis.

6. Land use controls shall be implemented by local jurisdictions to protect the intended operation of planned facilities through access management and to preserve right-of-way for planned facilities.

Urban transportation financing shall be implemented based upon the following policy:

1. Transportation financing sources shall be developed to ensure multi-modal transportation decision-making is not biased.

2. In prioritizing transportation resources, consideration shall be given to the extent to which state, regional and local transportation objectives must be met.

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COMMITTEE MEETING TITLE JPACT

DATE 7-11-91

	NAME	AFFILIATION
M	Earl Blumenauer	City of Portland
MA	Steve Greenwood	DEQ
MA	Cliff Clark	Cities of Wash Co
M	BOB LIDDELL	Cities of Clackamas CO
M	George Van Bergen	Metro
MA	Gary Hansen	Mult. Co.
M	Gary Demich	WSDOT
M	Ed Lindquist	Clack. Co.
M	Roy Rogers	WASH. Co.
M	Marge Schmunk	Cities of Mult County
M	Tom WALSH	TRI-MET
G	GB ARRINGTON	TRI-MET
G	Bob Post (JPACT Alt.)	TRI-MET
G	Denny Moore	ODOT - Public Transit
G	John Rosenberger	Washington County
G	Rod Sandor	Clackamas Co.
G	Dick Feeney	ODOT
G	DAVE GUSTAFSON	ODOT
G	Lenore Anderson	ODOT
MA	Keith Ahola	WSDOT
S	LEON SKILES	METRO
S	DALE C. CHAMBERS	Washington County Land Use Planning Commission
S	Howard Harris	DEQ

COMMITTEE MEETING TITLE JPACT

DATE 7-11-91

NAME	AFFILIATION
G- Bebe Rucker	Port of Portland
G- Susie Lahsene	Mult Co
G Matilda McGilicuddy	The only pedestrian oriented city in the region besides Hillsboro
G- Steve Dotterer	City of Portland
G Karen Thackston	Metro
G- Bob Bothman	