600 NE Grand Ave.
Portland, OR 97232-2736

Metro | *Agenda*

Meeting: Joint Policy Advisory Committee on Transportation (JPACT)
Date: Thursday, January 13, 2011
Time: 7:30 to 9 a.m.
Place: Metro Regional Center, Council Chambers

7:30 AM	1.		**CALL TO ORDER & DECLARATION OF A QUORUM**	**Carlotta Collette, Chair**
7:32 AM	2.		**INTRODUCTIONS**	**Carlotta Collette, Chair**
7:35 AM	3.		**CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**	**Carlotta Collette, Chair**
7:40 AM	4.		**COMMENTS FROM THE CHAIR & COMMITTEE MEMBERS** • Regional Flexible Fund Allocation Task Force Strategy Recommendation Update • 2011 OMPOC Member Appointments	
7:45 AM	5.	*	**Consideration of the JPACT Minutes for December 9, 2010**	
	6.		**ACTION ITEMS**	
7:50 AM	6.1	*	**Resolution No. 11-4223**, For the Purpose of Endorsing Regional Policy and Funding Priorities for 2011 State Transportation Legislation – APPROVAL REQUESTED	**Randy Tucker**
8 AM	6.2	*	**Resolution No. 11-4226**, For the Purpose of Endorsing a Regional Position on the Authorization of a Surface Transportation Act in the US Congress and Approving Regional Transportation Priorities for Federal Fiscal Year 2012 Appropriations – APPROVAL REQUESTED	**Andy Cotugno**
	7.		**INFORMATION / DISCUSSION ITEMS**	
8:10 AM	7.1	*	Global Warming Commission 2020 Roadmap – INFORMATION / DISCUSSION	**Angus Duncan**
8:45 AM	7.2	*	Review of 2014-15 Regional Flexible Fund Step 1 Programs - INFORMATION • Transit Oriented Development (***Jan. 13***) • Transportation System Management and Operations (TSMO) and Regional Travel Options (RTO) (***Feb. 10***)	**Megan Gibb** **Chris Yake**
9 AM	8.		**ADJOURN**	**Carlotta Collette, Chair**

Upcoming JPACT meetings:
- Regular JPACT meeting scheduled for Thursday, Feb. 10, 2011 from 7:30 to 9 a.m. at Metro, Council Chambers.
- JPACT DC Trip Prep meeting scheduled for Tuesday, March 1, 2011 at 5 p.m. at Metro, Rm. 370A/B.
- Regular JPACT meeting scheduled for Thursday, March 3, 2011 from 7:30 to 9 a.m. at Metro, Council Chambers.
- Annual JPACT Washington, DC Trip scheduled for March 9-10, 2011.

* Material available electronically.
** Materials will be distributed at prior to the meeting.
# Materials will be distributed at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700#.

2011 JPACT Work Program
1/6/11

January 13, 2011 – Regular Meeting • Region wide Flexible Funds (Step 1) Review: Transit Oriented Development (TOD) – Information • Global Warming Commission 2020 Roadmap – Information/Discussion • FY12 Federal and State Appropriations and Authorization – Action	**February 10, 2011 – Regular Meeting** • ODOT Statewide Freight Plan presentation – Information (Michael Fischer (Cambridge Systematics) to present) • Climate Smart Communities Scenarios – Discussion on Scenario Development Approach, Policy Toolbox and Evaluation Framework • Lake Oswego to Portland Transit Project Locally Preferred Alternative (LPA) Briefing – Information • Region wide Flexible Funds (Step 1) Review: Transportation System Management & Operations (TSMO) and Regional Transit Options (RTO) • Opt-in Internet – Information • RFFA Task Force Strategy Recommendation – Briefing and Direction
March 3, 2011 – Regular Meeting • Lake Oswego to Portland Transit Project Locally Preferred Alternative (LPA) – Action • Oregon Sustainable Transportation Initiative (OSTI) – Discussion on State Transportation Strategy and Draft Metro Region Targets • Making the Greatest Place – Discussion o State of the Centers Report o Interim HCT System Expansion Policy Guidance (draft) o Local Plan Implementation Guidance (RTP and Title 6) • Congestion Pricing Pilot Study – Information Tuesday, March 1, 5 p.m.: DC Trip Prep Meeting March 9-10: Annual JPACT Washington, DC Trip	**April 14, 2011 – Regular Meeting** • 2011 – 2012 UPWP and Annual MPO Self-Certification – Action • Climate Smart Communities Scenarios Evaluation– Discussion **Hold: April 1 Joint JPACT/MPAC Meeting** Climate Smart Communities Scenarios • Public Opinion Research Findings • Discussion and preliminary direction on scenario alternatives, policy inputs to test and evaluation criteria
May 12, 2011 – Regular Meeting • Climate Smart Communities Scenarios Evaluation – Action • Oregon Climate Adaptation Framework – Information/Discussion • Interim HCT System Expansion Policy Guidance – Action	**June 9, 2011 – Regular Meeting**

July 14, 2011 – Regular Meeting • Release of Draft Recommendation of RFFA for Public Comment July/August: Public Comment Period for RFFA	**August 11, 2011 – Regular Meeting**
September 8, 2011 – Regular Meeting • 2014-15 Regional Flexible Fund Allocation – Action **Hold: Joint JPACT/MPAC Meeting** Climate Smart Communities Results and Preliminary Recommendations	**October 13, 2011 – Regular Meeting**
November 10, 2011 – Regular Meeting • Climate Smart Communities Scenarios Findings and Recommendations to be Submitted to 2012 Legislature – Discussion	**December 8, 2011 – Regular Meeting** • Climate Smart Communities Scenarios Findings and Recommendations to be Submitted to 2012 Legislature - Action • 2012-15 MTIP/STIP Approval and Air Quality Conformity – Action

Parking Lot:

- Update and discussion on Electric Vehicles and ETEC charging station project
- Discussion of subcommittees for JPACT – equity, economy and climate change response
- RTP amendment for CRC.
- CRC LUFO.
- Regional Indicators briefing in mid 2011.
- Statewide Transportation GHG Reduction Strategy project update in late 2010 or early 2011.

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JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
December 9, 2010
Metro Regional Center, Council Chambers

MEMBERS PRESENT	AFFILIATION
Carlotta Collette, Chair	Metro Council
Rex Burkholder	Metro Council
Jack Burkman	City of Vancouver
Nina DeConcini	Oregon Department of Environmental Quality
Craig Dirksen	City of Tigard, representing Cities of Washington Co.
Neil McFarlane	Tri-Met
Kathryn Harrington	Metro Council
Donna Jordan	City of Lake Oswego, representing Cities of Clackamas Co.
Lynn Peterson	Clackamas County
Jason Tell	Oregon Department of Transportation, Region 1
Don Wagner	Washington State Department of Transportation
Bill Wyatt	Port of Portland

MEMBERS EXCUSED	AFFILIATION
Sam Adams	City of Portland
Shane Bemis	City of Gresham, representing Cities of Multnomah Co.
Deborah Kafoury	Multnomah County
Roy Rogers	Washington County
Steve Stuart	Clark County

STAFF: Andy Cotugno, Colin Deverell, Tom Kloster, Councilor Robert Liberty, Ted Leybold, Lake McTighe, Kelsey Newell, Robin McArthur, Randy Tucker.

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Carlotta Collette declared a quorum and called the meeting to order at 7:37 a.m.

2. INTRODUCTIONS

Chair Collette introduced several students visiting from Beverly Cleary Middle School who were filming the meeting for a class project.

3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS

There were none.

4. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

Mr. Jason Tell updated the committee on the Draft ODOT State Transportation Improvement Program (STIP) project list and indicated that the list will soon be circulated for public comment.

Chair Collette described the recent OMPOC summit as a success, noting its attendance and growing sense that action is needed on climate change. Chair Collette also discussed the recent activities of the Regional Flexible Fund (RFF) Task Force and the related efforts of the Environmental Justice (EJ) group. The RFF Task Force was moving in the direction of examining active transportation by corridor, rather than individual projects (referred to as the "light rail model") as the EJ group had been providing input on metrics for evaluating projects.

Members updated the committee on state-level transportation task forces. Mayor Craig Dirksen informed the committee of actions taken by the governor's Road User Fee Task Force, stating that the group had voted to recommend a vehicle miles traveled (VMT) fee to the legislature for plug-in hybrids and electrical vehicles. Mr. Tell also briefed the committee on the ongoing work of the Congestion Pricing Task Force, which had settled on four preliminary concepts to be narrowed by a consultant team. Committee members requested updates on the VMT work in the near future.

Mr. Neil McFarlane described the recent meeting of the TriMet Board of Directors, which approved the initial bonding necessary for construction contracts for the Portland to Milwaukie Light Rail (PMLR) project, scheduled to begin next summer.

Chair Collette described two awards recently given to the region by the EPA and the International Awards for Livable Communities, which recognized Metro and its regional partners for their efforts in "Making the Greatest Place" and supporting livable communities, respectively.

The committee made a special recognition of Mr. Mark Turpel of Metro, who is retiring. Members described his long history of service to the region, noting his work on the Portland Air Toxics Solutions Committee, among others. The committee stated their appreciation of his work and wished him well in his future endeavors.

5. CONSIDERATION OF THE JPACT MINUTES FOR NOVEMBER 4, 2010

MOTION: Councilor Donna Jordan moved, Mr. McFarlane seconded, to approve the November 4 JPACT Minutes.

ACTION TAKEN: With all in favor, the motion passed.

6. INFORMATION/DISCUSSION ITEMS

6.1 Columbia River Crossing Project Update

Mr. Richard Brandman of the Columbia River Crossing (CRC) project team updated the committee on the effort. Mr. Brandman discussed the CRC Project Sponsors Council's recent unanimous agreement on many design elements and briefed the committee on the Independent Review Panel's recommendations. Both ODOT and WSDOT have accepted all of the panel's recommendations and will be working to implement them. The review panel also outlined a "roadmap to success" for the project with several categories that will direct the project as it moves forward. Mr. Brandman indicated that the process utilized to reach a consensus with the Integrated Project staff, which represents participating agencies and jurisdictions, on various design elements was still in place and would be used to facilitate the work on the panel's recommendations.

Mr. Brandman discussed the conditions placed on the project by the agencies and jurisdictions involved in the project. Noting the large number of conditions, he described efforts to compile the conditions into categories base on jurisdiction to track their progress. A status report will be provided to the committee once the list is in final form.

Mr. Brandman also addressed the concerns raised by a letter from Mr. Joe Cortright on behalf of Plaid Pantry, Inc. The CRC group was preparing a written response to the legislature, based on the comments included in the correspondence.

Mr. Andy Cotugno of Metro inquired what steps the committee would like to take to advocate for the project, referring to the next JPACT agenda items relating to the state and federal legislative priorities. He also noted that the final JPACT action for the project will be on the land use final order.

Committee members discussed the CRC project, specifically the previously conducted tolling analysis. They indicated an interest in being briefed by the project team regarding the project's implications for Interstate 205. Members also noted their appreciation of the project's positive direction following the Independent Review Panel's findings and expressed their interest in examining the progress on project conditions.

6.2 Legislative Transportation Update

Mr. Randy Tucker of Metro described the current list of regional transportation priorities to be brought to the legislature and sought comment from the committee.

Members discussed the region's transportation priorities. Members suggested examining the efforts on VMT pricing described by Mayor Dirksen and supporting the work of the access management stakeholder group. The committee discussed the federal allocation of high-speed rail (HSR) funding to the state for EIS work and their interest in supporting it in the state legislature in the future. Members requested copies of letters related to HSR between Ms. Gale Achterman, chair of the Oregon Transportation Commission, and Governor Ted Kulongoski. Additionally, referencing the legislature's move to annual sessions, members advocated for developing a broader, long-term legislative strategy that was policy focused.

Committee members also commented on the need to move forward with securing funds for the CRC project. Mr. Don Wagner discussed the process for funding larger projects in Washington state and the likely challenges the project will face if no new revenue package is approved.
Mr. Cotugno briefed the committee on the current federal legislative climate and sought comment on the list of federal legislative priorities. Previously, the committee had suggested a defensive strategy aimed at

maintaining current levels of federal transportation funds directed at the region. Mr. Cotugno described the progress made in previous transportation authorization bills, but acknowledged the uncertainty surrounding future legislation and earmarks for transportation projects. Staff will be working to obtain federal support for key regional transportation projects, including the CRC, the Sellwood Bridge replacement project as well as high-capacity transit and active transportation projects.

The committee approved of the list and supported the defensive posture.

7. ADJOURN

With no further business, the meeting adjourned at 8:59 a.m.

Respectfully submitted,

Colin Deverell
Recording Secretary

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING REGIONAL POLICY AND FUNDING PRIORITIES FOR 2011 STATE TRANSPORTATION LEGISLATION	))))	RESOLUTION NO. 11-4223 Introduced by Councilor Carlotta Collette

WHEREAS, the passage of House Bill 2001, the Jobs and Transportation Act of 2009, represents a milestone for both the Portland metropolitan region and the state of Oregon; and

WHEREAS, the region applauds the work of the Legislature to pass this landmark legislation, which includes both critically needed funding and innovative policies; and

WHEREAS, the governments of the region recognize the importance of continuing to invest strategically in public infrastructure, particularly transportation infrastructure, as a way to support private investment and economic recovery in these difficult economic times; and

WHEREAS, transportation investments that contribute to economic recovery also bring increased revenues to local and state governments, thereby helping to ease the crisis in public budgets; and

WHEREAS, our region has a track record of creatively financing forward-looking transportation investments that address the needs of both the present and the future, and of combining smart investment with policy innovations that support good jobs, livable communities and a sustainable environment; and

WHEREAS, a combination of careful planning and strategic investments supported by local, regional, state and federal resources has helped to make this region the economic engine of the state and an example to the nation; and

WHEREAS, in the face of today's challenges, we need to extend this tradition of leadership by pursuing supportive policy and funding proposals in the 2011 legislative session; now, therefore,

BE IT RESOLVED:

1. That the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) adopt the following principles to guide the region's approach to transportation issues in the 2011 legislative session:

   - Jobs and Economic Recovery: The local governments of the Portland metropolitan are committed to partnering with others to support economic recovery through the creation and efficient operation of a robust transportation system.

   - Preserve and Expand Local Options: The transportation challenge will require innovative policy and new funding commitments at all levels of government. Accordingly, the Legislature should remove existing restrictions on local and regional revenue-raising authority; avoid enacting new limitations or pre-emptions; and explore new structures and authorities that give local governments the flexibility to build, operate and fund transportation systems that support prosperity, livability and sustainability.

   - Support Multimodal Investment: Oregon should continue its lottery-backed program of investment in multimodal projects that support freight mobility and transit; identify new, ongoing state funding to support transit, pedestrian, and bicycle facilities; and make a financial commitment to high speed rail project development.

2. That the Metro Council and JPACT endorse transportation funding and policy priorities for the 2011 legislative session as reflected in Exhibit A to this resolution.

ADOPTED by the Metro Council this _____ day of January, 2011.

Tom Hughes, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Exhibit A to Resolution 11-4223

2011 Regional Transportation Agenda: Specific Recommendations

HB 2001 – Defend against any efforts to modify in ways that reverse policy direction or reduce funding or authority for the Portland region or its local governments.
Columbia River Crossing – Support state funding approach that recognizes statewide importance of this project.
ConnectOregon 4 – Support a fourth round of *ConnectOregon* funding.
Mileage-based fee – Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax.
High-speed rail – Support continued development of high-speed rail. Establish a transparent and accountable decision making process that includes regional representation.
Transportation Planning Rule – Support rulemaking to remove barriers to implementation of the 2040 Growth Concept.
Access management – Support an approach to access management that (a) better balances traffic operations with community and economic development by developing standards that work in an urban environment; (b) improves safety for all modes, including biking and walking, on urban arterials; and (c) embraces the participation of key stakeholders.
High-capacity transit –Support state funding to match regional contributions to Southwest Corridor and Lake Oswego Streetcar projects. Dedicated transit funding – Support efforts to identify dedicated funding for public transit.
Active transportation – Continue investment of state transportation funds to bicycle and pedestrian facilities outside the road right-of-way by allocating $2 million to Urban Trail Fund to be distributed through a competitive process. Recreational immunity – Extend legal immunity to property owners who allow the use of trails on their land for transportation purposes. Low-speed greenways – Authorize local governments to facilitate safer walking and cycling by reducing speed limits on low-volume, low-speed neighborhood streets.
Climate – Monitor, and support as appropriate, legislation related to the Oregon Sustainable Transportation Initiative, proposals of the Oregon Global Warming Commission related to transportation, and other statewide efforts. Business Energy Tax Credit – Oppose efforts to reduce or curtail use of the BETC for transportation-related conservation measures.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 11-4223, FOR THE PURPOSE OF ENDORSING REGIONAL POLICY AND FUNDING PRIORITIES FOR 2011 STATE TRANSPORTATION LEGISLATION

Date: January 6, 2011 Prepared by: Randy Tucker

BACKGROUND

In these difficult economic times, strategic investment in public infrastructure, particularly transportation infrastructure, offers a way government can act to support private investment and economic recovery. An efficient and adequately funded transportation system is critical to ensuring a healthy economy and livable communities throughout our state. Moreover, transportation investments that create jobs and contribute to economic prosperity also bring increased revenues to local and state governments, thereby helping to ease the crisis in public budgets.

After years of stagnation in transportation funding, the investments supported by Oregon Transportation Investment Acts (OTIA) I, II and III (2001, 2002, and 2003), by the *ConnectOregon* I, II and III packages (2005, 2007 and 2009), and by the Jobs and Transportation Act (JTA) in 2009 have created jobs, improved safety and helped Oregon respond to important economic opportunities. This is also true for legislative actions supporting capital investments in public transit and authorizing transit agencies to increase operations funding.

To be sure, funding shortfalls remain: a significant backlog of key modernization projects remains unfunded, and local governments continue to lack adequate revenues to maintain the existing system. However, given the recent passage of the JTA, a major new transportation funding package is unlikely in 2011. Nevertheless, there are many actions the Legislature can take to support an efficient, reliable, and sustainable transportation system.

Provisions of Resolution 11-4223: The resolution adopts three high-level principles to guide the region's participation in transportation discussions in 2011:

- Support jobs and economic recovery
- Preserve and expand local options (including revenue raising authority)
- Support multimodal investment

In service of these principles, Exhibit A includes several specific recommendations. Attached to this staff report is an annotated version of Exhibit A that includes brief discussions of many (though not all) of these recommendations; several are self-explanatory.

This annotated version of Exhibit A also includes columns intended to identify which recommendations reflect which of the high-level principles described in the resolution (in many cases one recommendation will reflect more than one principle) as well as which recommendations are primarily funding-related and involve costs to the state vs. which are primarily policy-related. These columns are not part of the final Exhibit A.

Discussion: Metro and local government staff have developed this resolution in response to direction from JPACT. JPACT members share an understanding that the political, economic and budget environments are extremely challenging at the state level. In that context, this agenda focuses on

defending past progress, maintaining existing authority, seeking additional local flexibility, and continuing our region's innovative approach to transportation system development in ways that support economic prosperity, livable communities, and environmental sustainability.

Issues to consider: See attached annotated version of Exhibit A.

ANALYSIS/INFORMATION

1. **Known Opposition:** None (to this resolution). Possible opposition to individual recommendations could come from a variety of sources depending on the specifics of the recommendation. Given the challenging budget climate and the shortage of funding for most transportation needs, recommendations that require funding may generate opposition based on competition for funds.

2. **Legal Antecedents:**
   - Oregon Transportation Investment Acts I, II, and III (HB 2142, 2001; HB 4010, 2002; HB 2041, 2003)
   - ConnectOregon I, II and III multimodal investment packages (SB 71, 2005; HB 2278, 2007; sections 8, 9, and 10 of HB 2001, 2009)
   - Oregon Jobs and Transportation Act (HB 2001, 2009)
   - Metro Council Resolution No. 04-3498, For the purpose of endorsing regional priorities for a state transportation funding package; Resolution No. 07-3764, For the purpose of endorsing regional priorities for state transportation funding legislation; Resolution No. 08-3921, For the purpose of endorsing regional priorities for state transportation funding legislation; Resolution No. 08-3956, For the purpose of endorsing regional priorities for state transportation funding legislation; Resolution 08-4003, For the purpose of endorsing final regional priorities for 2009 state transportation funding legislation

3. **Anticipated Effects:** The proposed resolution establishes policy guidelines for the region's advocacy efforts related to transportation in the 2011 Oregon Legislature.

4. **Budget Impacts:** No direct impacts. Local and regional governments will dedicate existing staff to advocacy.

RECOMMENDED ACTION

Staff recommends adoption of Resolution 11-4223.

Exhibit A to Resolution 11-4223 (staff report version)

2011 Regional Transportation Agenda:
Specific Recommendations

Jobs/Economy	Local Options	Multimodal	Policy/$	Issue – Issue description as found in Exhibit A ➢ *Staff report comments*
●	●	●	P/$	HB 2001 – Defend against any efforts to modify in ways that reverse policy direction or reduce funding or authority for the Portland region or its local governments. ➢ *Modified since the December JPACT meeting to clarify that this refers specifically to impacts on the Portland region. A bill is expected that would create a legislatively directed process for reallocating any unused dollars from earmarked projects that come in under budget or are not built.*
●		●	$	Columbia River Crossing – Support state funding approach that recognizes statewide importance of this project. ➢ *The funding plan for the CRC calls for a state contribution in the range of $400-450 million, in addition to a regional contribution in the range of $1.5 billion that would be funded by tolls. (Other contributions are expected from the state of Washington and from the federal government). The language of Exhibit A reflects a regional understanding that the benefits of this investment accrue to the whole state; thus the state's contribution should not come at the expense of other transportation projects in the region any more than it should come at the expense of other projects around the state. Past transportation funding approaches have reflected this understanding in different contexts:* • *OTIA III (2003) allocated $1.3 billion to ODOT bridge repair statewide and $300 million to city/county bridge repair; this money was "taken off the top" without regard to the location of the bridges that were repaired and without otherwise affecting the formula for distribution of city and county highway fund dollars.* • *The 2007 Legislature reserved $56 million to assist counties suffering from the loss of timber payments; this money, distributed in 2008, came out of the ODOT share of the highway trust fund and did not come at the expense of other funding allocations to cities and counties.* • *There is a longstanding practice of allotting funds to small cities and small counties off the top of the city/county and ODOT shares of highway fund dollars without affecting the underlying city and county allocations.*
●		●	$	*ConnectOregon* 4 – Support a fourth round of *ConnectOregon* funding. ➢ *Each of the previous three rounds of Connect Oregon has utilized $100 million in lottery-backed bonds to support air, marine, rail and public transit projects.*
●			P/$	Mileage-based fee – Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax. ➢ *Added in response to discussion at the December JPACT meeting. This item endorses a recommendation from the Road User Fee Task Force (RUFTF).*

●		●	P/$	<u>High-speed rail</u> – Support continued development of high-speed rail. Establish a transparent and accountable decision making process that includes regional representation. ➢ *Modified after the December JPACT meeting to eliminate outdated language related to seeking project development funding that has already been secured.*
●	●		P	<u>Transportation Planning Rule</u> – Support rulemaking to remove barriers to implementation of the 2040 Growth Concept. ➢ *Legislation is expected that would address perceived barriers to economic development posed by the TPR; LCDC and the OTC are also convening soon to consider rule changes.*
●	●		P	<u>Access management</u> – Support an approach to access management that (a) better balances traffic operations with community and economic development by developing standards that work in an urban environment; (b) improves safety for all modes, including biking and walking, on urban arterials; and (c) embraces the participation of key stakeholders. ➢ *Added in response to discussion at the December JPACT meeting. SB 1024 (2010) led to creation of a stakeholder committee that is working on recommendations that are likely to be considered by the 2011 Legislature, but those recommendations are not yet final. Regional staff recommends adopting these principles to guide our participation in access management policy discussions in the context of either rulemaking or legislation. Issues include addressing the tension between flexibility and consistency in the application of access management standards and finding a satisfactory balance between transportation efficiency, safety, urban function and economic development.*
●		●	$	<u>High-capacity transit</u> –Support state funding to match regional contributions to Southwest Corridor and Lake Oswego Streetcar projects.
●		●	$	<u>Dedicated transit funding</u> – Support efforts to identify dedicated funding for public transit.
		●	$	<u>Active transportation</u> – Continue investment of state transportation funds to bicycle and pedestrian facilities outside the road right-of-way by allocating $2 million to Urban Trail Fund to be distributed through a competitive process.
	●	●	P	<u>Recreational immunity</u> – Extend legal immunity to property owners who allow the use of trails on their land for transportation purposes. ➢ *Proposed by the City of Portland at the October JPACT meeting.*
	●	●	P	<u>Low-speed greenways</u> – Authorize local governments to facilitate safer walking and cycling by reducing speed limits on low-volume, low-speed neighborhood streets. ➢ *Proposed by the City of Portland at the October JPACT meeting.*
	●	●	P/$	<u>Climate</u> – Monitor, and support as appropriate, legislation related to the Oregon Sustainable Transportation Initiative, proposals of the Oregon Global Warming Commission related to transportation, and other statewide efforts.
	●	●	$	<u>Business Energy Tax Credit</u> – Oppose efforts to reduce or curtail use of the BETC for transportation-related conservation measures.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A REGIONAL POSITION ON THE AUTHORIZATION OF A SURFACE TRANSPORTATION ACT IN THE US CONGRESS AND APPROVING REGIONAL TRANSPORTATION PRIORITIES FOR FEDERAL FISCAL YEAR 2012 APPROPRIATIONS	))))))))	RESOLUTION NO. 11-4226 Introduced by Councilor Carlotta Collette

WHEREAS, the House Transportation and Infrastructure Committee of the 111th Congress introduced a new authorization bill entitled the Surface Transportation Authorization Act of 2009; and

WHEREAS, in anticipation of the new authorization bill the Metro Council, with support from the Joint Policy Advisory Committee on Transportation (JPACT), endorsed a comprehensive statement of policy priorities by Resolution No. 09-4016, "For the Purpose of Endorsing a Regional Position on Reauthorization of the Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users" adopted on January 22, 2009; and

WHEREAS, by Resolution No. 10-4124; the Metro Council adopted on February 11, 2010 an endorsement of the Surface Transportation Authorization Act of 2009 and prioritized key sections; and

WHEREAS, the 112th Congress will convene in January, 2011 and is expected to undertake a new initiative to adopt a federal transportation authorization bill; and

WHEREAS, the region has continued to refine both policy and project recommendations based on the adopted policy direction; and

WHEREAS, on _____ JPACT recommended approval of this resolution; now therefore

BE IT RESOLVED that the Metro Council:

1. Encourages Congress to adopt a bold new transportation authorization bill demonstrating a clear commitment to investing in a multi-modal transportation system in support of prosperous and livable metropolitan communities; and
2. Endorses the authorization policy framework as reflected in Exhibit A entitled "Strategic Policy Direction: Invest boldly in transportation to spur economic recovery;" and
3. Endorses the overall project framework as reflected in Exhibit B entitled "Strategic Project Direction: Focus on broadly supported high-priority projects;" and
4. Endorses specific projects to consider for funding through the new authorization bill as reflected in Exhibit C; and
5. Endorses projects to consider for funding through the FY 2012 transportation appropriations bill as reflected in Exhibit D.

ADOPTED by the Metro Council this _____ day of January, 2011.

_____
Tom Hughes, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

Strategic Policy Direction: Invest boldly in transportation to spur economic recovery

America's transportation system is running on fumes. It is time for Congress and the Administration to stop limping along, act boldly and adopt a new transportation authorization bill. The Portland metro area, like most parts of the country, is suffering with high unemployment, low job growth and below average wages leading to both negative consequences for the community and difficult budget conditions for public agencies.

Investing in transportation is a key strategy for stimulating economic recovery and will produce both short-term construction jobs and long-term prosperity with the public investment in infrastructure leveraging significantly more private investment in development and jobs. This, in turn, will contribute to deficit reduction as economic growth generates healthier tax revenues at both the federal and state levels. Since economic conditions continue to languish at levels not seen since the Great Depression, a strong transportation initiative is called for as a means of creating economic recovery rather than waiting around for the recession to play itself out. While a continued general fund subsidy to the highway trust fund may be a possible short-term action, it is only a stop-gap measure; a real six-year bill should be adopted with increased funding levels to address the nation's extensive immediate needs and build a solid foundation for long-term prosperity.

- **Adopt a six-year authorization bill**

  The new authorization bill is now more than a year overdue and, at best, will be two years overdue before a new bill is enacted. It is essential that the Congress prioritize adoption of an authorization bill because all aspects of transportation, including planning, programming of funds, construction and reconstruction and operations and management, are long-term initiatives and require more funding stability. It often takes many years to plan, engineer and assemble funds for projects. This is much more difficult and expensive to plan and schedule without funding stability at the federal level.

  In addition, the six-year authorization bill plays an important role in setting national transportation policy. Congress must clarify key aspects of policy direction to enable states, regions and local governments to take the necessary steps to implement.

- **Increase the program in the next six-year authorization bill**

  There is a clear need to increase the level of funding in the next authorization bill. In the past two years, the level of appropriations has not been supported by Highway Trust Fund receipts and the General Fund has been used to backfill. In addition, there is a clear need to meet increasing multi-modal demands and address a backlog of projects needed to reach a state of good repair. The President's Deficit Reduction Commission has recommended a $.15 gas tax dedicated to the highway trust fund to eliminate the need for continued subsidy from the General Fund. This is a level sufficient to fully fund existing programs without a general fund subsidy and increase the nation's investment in transportation infrastructure.

Highlighted text indicates a significant change since the December 9th JPACT meeting

- **Protect key existing policy interests**

  The past three authorization bills have significantly advanced the region's agenda, particularly with the flexibility provided through the Surface Transportation Program (STP), the Congestion Mitigation Air Quality Program (CMAQ), the Transportation Enhancement Program and the New Starts Program. Through these programs the region has been able to advance an impressive array of projects and programs across all modes in support of the region's 2040 Growth Concept. In the current political climate, it is possible that these or other key programs could be put on the table. Of particular concern is the region's commitment of STP and CMAQ funds through 2027 for construction of the Portland to Milwaukie light rail and project development for Portland to Lake Oswego and the Southwest Corridor. Similarly, the Oregon Transportation Investment Act was predicated on long-term commitments of federal funding. It is important that these programs be retained and, if possible, expanded rather than reduced or eliminated in the name of narrowing the scope of national interest.

  There is some talk of reducing the federal transportation program down to the funding level supportable by the existing Highway Trust Fund focused on aspects of the bill that are of clear national interest, such as the Interstate system. However, defining this narrow a policy direction in a new authorization bill is misguided since the intercity/interstate components of the system are built and the big demand for expansion is within metropolitan areas. The region should strongly advocate for ensuring the federal program supports a multi-modal urban transportation system that includes both highways and alternative modes and not return to a funding policy focused solely on urban highway expansion.

  In addition, talk of reducing the federal transportation program down to the funding level supportable by the existing highway trust fund is coupled with a greater reliance on tolling and Public Private Partnerships to make a more significant funding contribution. However, studies carried out by ODOT indicate that Public Private Partnerships can be a more expensive approach due to the need to build in private sector profits and are only feasible in limited high traffic volume locations. Furthermore, while the application of congestion pricing may be an effective tool to manage peak hour congestion, the application in the peak hours do not generate significant amounts of revenue for construction of expanded facilities.

- **Priority authorization bill policy/program direction**

  While the Surface Transportation Act of 2009 will die as the 111th Congress adjourns, it provides a template for a new authorization bill to be taken up by the 112th Congress. Programs of interest to the Portland region are:

  - Creation of a new Metropolitan Mobility and Access Program
  - Significant program improvements and substantial increased funding in the New Starts and Small Starts Programs
  - Creation of a new competitive "Projects of National Significance" Program from which the region would seek the federal share supporting the highway elements of the Columbia River Crossing Project
  - Creation of a new Freight Improvement Program
  - Implementation of a national High Speed Rail Program
  - Strong linkage to a climate change policy direction
  - Incorporation of a "practical design" directive

Highlighted text indicates a significant change since the December 9th JPACT meeting

- Consolidation of the current Interstate, National Highway System (NHS) and Highway Bridge Repair and Replacement Program (HBRR) into a program to maintain a "Good State of Highway Repair"
- Consolidation of several smaller programs into a new Critical Access (transit) Program
- Consolidation of several smaller programs into a comprehensive Safety Program

- **Other supportive legislative proposals**

  Related proposals with strong ties to federal transportation policy and funding should also be supported either through separate legislation, through linkages in the transportation authorization bill, or both. Of particular interest are:

  - The Livable Communities Act of 2010, which would formalize the partnership between HUD, DOT and the EPA and support projects that integrate transportation, economic development, housing affordability and environmental concerns.
  - The Active Communities Transportation Act (The ACT Act), which would create a competitive funding for more aggressive investment in bike and pedestrian facilities.
  - Climate change legislation recognizing the component related to transportation emissions and reconciling transportation and energy policy.
  - The Electric Vehicle Deployment Act for deployment communities to put in place policies, charging infrastructure and incentives to increase electric vehicle deployment rates.

Highlighted text indicates a significant change since the December 9th JPACT meeting

Strategic Project Direction: Focus on broadly supported high-priority projects

The environment for successfully earmarking transportation projects in Congress has deteriorated in recent years and it appears it will deteriorate further in the coming year. Furthermore, in this environment, the region's approach of providing a long list of projects that is not prioritized has not proven successful. The strategy described below calls out those projects/program areas that involve a much broader regional approach, requiring action through both the authorization bill (for both programmatic eligibility and project earmarking) and the appropriations bill. Finally, these projects/programs involve significant activity to develop the projects, are dependent upon broad regional support from stakeholders and are based upon leveraging the federal funding request with state, regional and local funding commitments (including commitments of regionally allocated federal funds such as STP and CMAQ). Since it is not clear what direction the Congress intends to pursue regarding earmarks, it is important that the region finalize its project-specific earmark requests as supplemental requests in the event earmarks are considered.

1. **Portland to Milwaukie Light Rail and the HCT Pipeline**

   The Portland region has aggressively implemented a regional high capacity transit system and the role of the federal government has been very significant to this success. To carry this out, the region has generally followed the approach of keeping a series of projects moving through the "pipeline" from planning to engineering to construction. As one project is built, another can move into the construction phase. In turn, as one moves from engineering to construction, another can move from planning to engineering. By following this "Pipeline" approach, the region has been able to maximize the receipt of federal funds. This has required the region to be disciplined in clearly defining priority corridors, recognizing the system has to be implemented one corridor at a time.

   In the authorization bill, it is important that the New Starts program be retained, expanded in funding in recognition of the increased need nationally, and improved in its administration to ensure it recognizes the full array of benefits to mobility, land use, economic vitality, air quality and social equity. In the appropriations bills, incremental funding earmarks are important to match state, regional and local funds to keeping planning and engineering progressing to facilitate advancing each corridor to construction. For the next decade, the region's priorities are clear and federal assistance through earmarks in the authorization bill and appropriations bills will be needed to advance:

   - Portland to Milwaukie into construction;
   - The New Starts component of the Columbia River Crossing project into construction;
   - Portland to Lake Oswego from planning to engineering and then to construction;
   - Southwest Corridor into planning, then engineering and finally into construction.

   The region's New Starts agenda is also very compatible with and should leverage the Administration's Livable Communities Partnership between USDOT, HUD and EPA and would benefit from passage of the Livable Communities Act of 2010. With this policy direction under development at the federal level, it is important that the region make every effort to demonstrate how federal investment leverages the broader interests relating to land use, the environment and livable communities.

Highlighted text indicates a significant change since the December 9th JPACT meeting

Small Starts – The region should continue to advocate for a Small Starts program, providing a more streamlined approach to smaller, cost-effective rail and bus projects. Within this program, the region will advance segments of streetcar and Bus Rapid Transit projects.

2. **Columbia River Crossing Project**

Implementation of the Columbia River Crossing Project is a significant undertaking involving two states, two MPOs, two transit districts and multiple units of local government. The project is comprised of an integral package of replacing the existing bridge with a new 10-lane structure, reconstructing the interchanges within a 5.5 mile bridge influence area, extending light rail from Portland to Vancouver, Washington, constructing a "world-class" bike and pedestrian system and implementing a comprehensive demand management program including peak-period pricing as both a demand management tool and a financing tool. This project will significantly reduce congestion on the West Coast's most important trade corridor, improve access to the region's two international ports and major industrial areas, reduce the number of crashes on a dangerous section of road, more than double transit ridership, and foster redevelopment opportunities on Hayden Island and downtown Vancouver. The funding strategy for the project entails use of toll revenues, funding from the Oregon and Washington Legislatures and a federal contribution in some form.

In order to bring in additional federal resources without competing with the other regional priorities, it is important to implement a federal legislative strategy to establish a funding program that recognizes the unique national significance of the Columbia River Crossing. At this point three possibilities are emerging to seek a minimum of $400 million:

- Creation of a Projects of National Significance Program allowing the unique circumstances to be the basis for a competitive grant application;
- Establishment of a national infrastructure bank to take on a share of the revenue risk by providing access to low cost debt financing to be repaid through toll revenues; and/or
- Earmarking by the Oregon and Washington congressional delegations in the authorization bill and multiple appropriations bills.

3. **Sellwood Bridge**

Replacement of the Sellwood Bridge has a preferred alternative and a financing plan and will begin Final Design in early 2011 with expected construction starting in 2012. This critical project is one of the most structurally deficient bridges in the state with a rating of 2 out of 100. The proposed replacement will improve safety, provide an excellent bike/pedestrian facility, accommodate future streetcar, restore bus service and reinforce the Sellwood Main Street.

The financing plan includes substantial commitments from the State of Oregon, City of Portland and Multnomah County with funding provided through the Oregon Jobs and Transportation Act of 2009 and increased vehicle registration fees from Multnomah and Clackamas Counties. The final increment of this complex funding program is needed through federal assistance via the authorization bill, multiple appropriations bills and/or competitive grant solicitation such as the recent TIGER program.

4. **Active Transportation**

The region is pursuing a more aggressive approach to building out its planned bicycle and pedestrian system in support of providing more mobility choices, community livability and environmental sustainability through a comprehensive approach to federal, state, regional and local funding. Because of the diverse set of program objectives, funding is being pursued from sources that are provided for transportation purposes, parks and open spaces and community development. The approach is to follow the "light rail model" and define a set of large-scale increments of the system that provide a complete traveling experience rather than the random small segment associated with a road project. Significant work has been done to define the overall system and the increments of the system that serve as a phasing strategy. This approach provides the region with the basis for a disciplined approach to moving these system increments through a planning, engineering and construction pipeline using multiple funding approaches, including through federal authorization and appropriations earmarks. At the federal level it is particularly important to the region to maintain and increase existing sources through the Surface Transportation Program (STP), the Congestion Mitigation Air Quality Program (CMAQ), and Transportation Enhancements and to expand access to federal funding through the Active Community Transportation Act introduced by Congressman Blumenauer.

For the next 3-5 years, priority corridors to advance through planning, engineering, permitting and construction with multiple funding sources including federal authorization and appropriations earmarks are as follows:

- Sullivan's Gulch Corridor
- N/NE Portland Active Transportation Network
- Portland to Milwaukie Active Transportation Corridor
- The Crescent Connection: Fanno Creek Regional Trail/Beaverton Creek Regional Trail
- Lake Oswego to Portland Active Transportation Corridor

5. **High Speed Rail**

Amtrak's Portland to Seattle service is one of the top passenger rail routes in the nation, with four daily roundtrips serving more than 170,000 riders in the third quarter of 2010. Washington has received hundreds of millions of dollars in federal high speed rail funding to improve the corridor, allowing the addition of two more trains and also improving reliability and reducing travel times.

To reach this corridor's full potential, improvements are also needed on the Oregon portion of the corridor, where the congested "Portland triangle" slows the movement of passenger and freight trains and limits the ability to increase the number of passenger trains. The 2003 I-5 Rail Capacity Study developed a series of proposed improvements that would help unclog the rail triangle, benefiting both passenger trains as well as freight trains moving Oregon products to national and international markets. Over the years, a number of these projects have been funded through *Connect* Oregon, congressional earmarks, and Recovery Act formula funds provided to Oregon. ODOT also received funding from the Recovery Act's high speed rail program to develop two key projects in the Portland rail triangle for which construction funding is still needed (North Portland Junction - $19.4 million and Willbridge - $5.9 million). Continued funding for the High Speed and Intercity Passenger Rail Program will ensure that these two projects and a number of other important improvements can be completed in order to speed the flow of freight and passengers.

Federal funding could also improve service between Portland and Eugene. With just two roundtrips a day, this portion of the Northwest passenger rail corridor serves a smaller number

of riders, but ridership has grown by one-third since 2007. ODOT used $38 million of their Recovery Act funding allocation to acquire a new train set, which will provide a foundation on which to build future service improvements. In addition, ODOT received High Speed Rail funds and is launching a corridor EIS that will determine whether to improve service on the existing Union Pacific mainline, shift to a parallel shortline, or develop a new corridor between Eugene and Portland. When completed, this EIS will offer a vision for how Oregon can improve passenger rail service by increasing the frequency of trains, improving on-time performance, and reducing travel times.

Finally, the City of Portland is in the midst of a multi-year, phased project to upgrade the main Oregon train station, Union Station. A recent grant award of High Speed Rail funding will allow the upgrade to continue to make progress but there is a need for $35 million to complete the project.

6. **TIGER and other grant solicitations**

There is a clear trend within USDOT toward more federal highway and transit discretionary grant opportunities as part of a movement away from earmarking. As such, the region should evaluate these opportunities as they become available for implementing this federal strategy and the project priorities adopted by this Resolution. To the extent that future grant criteria allow for competitive project applications, JPACT and the region should consider endorsing specific applications that further this priority direction while not restricting the possibility of applications beyond this set of priorities.

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Exhibit C
Revised January 4, 2011

FY 2012 Authorization Priorities

Map Number	Project Description	Funding Request ($millions)	Sponsor	Congressional District	Purpose	Program Category
Metropolitan Mobility						
	OR 99W/McDonald/Gaarde Intersection	$3.00	City of Tigard/ODOT	OR-1	PE/ROW/Construction	Metropolitan Mobility
	I-205/Airport Way Interchange	$10.00	Port of Portland/ODOT	OR-3	Construction	Metropolitan Mobility
	172nd Ave. Improvements (Sunnyside Rd. to 177th Ave.)	$15.00	City of Happy Valley	OR-3	ROW/PE	Metropolitan Mobility
	OR 213/Redland Road Lane Improvements	$8.60	City of Oregon City	OR-5	PE/Construction	Metropolitan Mobility
	OR 10 Farmington Rd. at Murray Blvd. Intersection Safety & Mobility Improvements	$8.00	City of Beaverton	OR-1	ROW/Construction	Metropolitan Mobility
	US 26/Brookwood-Helvetia Interchange	$25.00	City of Hillsboro	OR-1	ROW/Construction	Metropolitan Mobility
	Bethany Rd./ Westside Trail Overcrossing of Hwy 26	$7.50	Washington County	OR-1	ROW/Construction	Metropolitan Mobility
	OR10: Oleson/Scholls Ferry Intersection	$18.50	Washington County	OR-1	ROW	Metropolitan Mobility
	Walker Road: 158th to Murray	$8.00	Washington County	OR-1	Construction	Metropolitan Mobility
	Farmington Rd.: Kinnaman to 198th	$30.00	Washington County	OR-1	Construction	Metropolitan Mobility
	Hwy. 99W/Sunset/Elwert/Kruger Intersection	$2.50	City of Sherwood	OR-1	PE/ROW/Construction	Metropolitan Mobility
	72nd Ave.: Dartmouth St. to Hampton St.	$13.00	City of Tigard	OR-1	Construction	Metropolitan Mobility
	SW Capitol Hwy: Multnomah to Taylors Ferry	$10.00	City of Portland	OR-1	PE/Construction	Metropolitan Mobility
Freight						
	I-84/257th Ave. Troutdale Interchange	$22.00	Port of Portland/ODOT	OR-3	Construction	Freight
	Sunrise System Improvements	$30.00	Clackamas County/ODOT	OR-3	ROW/Construction	Freight
	Kinsman Road Freight Route Extension Project, Phase I	$10.50	City of Wilsonville	OR-5		Freight
	Troutdale Reynolds Industrial Park Road Improvements	$6.00	Port of Portland	OR-3	Construction	Freight
	124th Ave. Extension: Tualatin-Sherwood to Tonquin	$10.00	Washington County	OR-1	ROW/Construction	Freight
Managing the Existing System						
	Regional Multi-Modal Safety Education Initiative	$4.50	Metro	OR-1,3,5	Planning/Implementation	Managing the Existing System
System Management						
	I-84 Corridor Intelligent Transportation Systems	$3.00	City of Gresham/ODOT	OR-3	PE/Construction	System Management
	Regional Arterial Management Program (signal system coordination)	$12.00	Metro	OR-1,3,5	PE/Construction	System Management
Demand Management						
	Drive Less Save More Marketing Pilot Project	$4.50	Metro	OR-1,3,5	Marketing	Transportation Demand Management
Transit Oriented Development						
	College Station TOD (at PSU)	$3.00	PSU/TriMet	OR-1	Construction	Transit Oriented Development
	Gresham Civic Neighborhood Station/TOD/Parking Structure	$5.00	City of Gresham	OR-3	Acquisition	Transit Oriented Development
	Transit Station Area Connectivity Program to promote transit oriented development	$20.00	Metro	OR-1,3,5	PE/ROW/Construction	Transit Oriented Development
	Rockwood Town Center	$10.00	City of Gresham	OR-3	PE/Construction	Transit Oriented Development
Bridges						
	Sellwood Bridge on SE Tacoma St. between Hwy 43 & SE 6th Ave.	$40.00	Multnomah County	OR-3,5	Construction	Bridges
Transit and Greenhouse Gases						
	TriMet Buses ($17 million per year/6-years)	$102.00	TriMet	OR-1,3,5	Acquisition	Transit
	West Metro HCT Bus Rapid Transit Alternatives Analysis		Washington Co./TriMet/Metro	OR-1	AA	Transit
	Central East HCT Bus Rapid Transit Alternatives Analysis		City of Gresham/TriMet/Metro	OR-3	AA	Transit
	Prototype Diesel Multiple Unit (commuter rail vehicles)	$5.00	TriMet	OR-1,5	Engineer/manufacture	Transit
	Wilsonville SMART Fleet Services Facility	$7.00	City of Wilsonville/SMART	OR-5	Construction	Transit
	SMART Bus Replacements ($2.7 million per year/6-years)	$16.20	City of Wilsonville/SMART	OR-5	Acquisition	Transit
	Wilsonville SMART Offices/Administration Facility	$1.50	City of Wilsonville/SMART	OR-5	Construction	Transit
	City of Sandy Transit	$1.50	City of Sandy	OR-3	Acquisition	Transit
	Canby Area Transit	$1.25	City of Canby	OR-5	Acquisition	Transit
	South Clackamas Transit	$0.75	City of Molalla	OR-5	Acquisition	Transit
New Starts/Small Starts						
	Portland to Milwaukie - New Starts	$745.20	TriMet	OR-1,3,5	PE/Final Design/ROW/Construction	New Starts
	Portland to Lake Oswego Streetcar - New Starts or Small Starts	$275.00	City of Lake Oswego/City of Portland/TriMet	OR-1,5	PE/FEIS/Final Design/Construction	New or Small Starts
	Columbia River Crossing - New Starts	$850.00	ODOT/WSDOT	OR-3/WA-3	PE/Final Design/Construction	New Starts
	Portland to Tigard and Sherwood/99W/Barbur Blvd. New Starts Alternatives Analysis	$11.40	Metro/TriMet/Portland/Tigard	OR-1,5	Planning/PE/DEIS/FEIS	New Starts
	Portland Streetcar Planning and Alternatives Analysis	$5.00	City of Portland	OR-3	Planning/Alternatives Analysis	Small Starts
High Speed Rail						
	North Portland Junction	$19.40	ODOT	OR-1,2,3,4,5	Final Design/Construction	High Speed Rail
	Willbridge Track Crossover	$5.90	ODOT	OR-1,2,3,4,5	Final Design/Construction	High Speed Rail
	Union Station Rehabilitation	$24.00	City of Portland	OR-1	Construction	High Speed Rail

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Exhibit C
Revised January 4, 2011

FY 2012 Authorization Priorities (continued)

Map	Project Description	Funding	Sponsor	Congressional	Purpose	Program Category
Walking and Cycling						
	If the Rails-to-Trails Conservancy Proposal is implemented:*					
	Non-Motorized Mobility Strategy (on and off-street bike paths)	$75.00	Metro	OR-1,3,5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Portland Bicycle Boulevard Project	$25.00	City of Portland	OR - 1,3		
	If the Rails-to-Trails Conservancy Proposal is <u>not</u> implemented:*					
	Congressional District 1 Trails/Bikepath Program	$10.00	Washington County & Cities	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Congressional District 3 Trails/Bikepath Program	$10.00	City of Portland/City of Gresham	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Congressional District 5 Trails/Bikepath Program	$10.00	Clackamas County & Cities	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Projects under consideration:					
	Multnomah County Jurisdictions**					
	Gresham/Fairview Trail, Phase 4/5	$6.10	City of Gresham	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Clackamas County Jurisdictions**					
	French Prairie Bike-Ped-Emergency Bridge Over Willamette River	$12.60	City of Wilsonville	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Springwater to Trolley Trail - 17th Avenue from Ochoco to McLoughlin Blvd.	$3.20	NCPRD/City of Milwaukie	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Mt. Scott Creek Trail - Mt. Talbert to Springwater Corridor	$4.60	NCPRD/City of Happy Valley	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Scouter's Mt. Trail - Springwater/Powell Butte to Springwater	$7.37	NCPRD/Happy Valley	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Phillips Creek Trail - I-205 Trail to N. Clackamas Greenway	$2.27	NCPRD/Clackamas County	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Monroe Bike Blvd.	$2.00	City of Milwaukie	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Iron Mtn. Bike Lanes - 10th St. to Bryant Rd.	$3.80	City of Lake Oswego	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Carmen Drive Sidewalk and Bike Lanes from Meadow Rd. to I-5	$1.70	City of Lake Oswego	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Pilkington Sidewalk and Bike Lanes from Boones Ferry to Childs Rd.	$5.25	City of Lake Oswego	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Washington County Jurisdictions**					
	Council Creek Regional Trail: Banks to Hillsboro	$5.25	City of Forest Grove	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Tonquin Trail/Cedar Creek Corridor	$2.50	City of Sherwood	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Fanno Creek Trail Projects	$1.00	City of Tigard	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
	Westside Regional Trail	$12.00	Tualatin Hills Parks & Rec. Districts/Washington Co.	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
Critical Highway Corridors						
	Columbia River Crossing Project	$400.00	ODOT and WSDOT	OR-3/WA-3	Design/ROW/Construction	Project of National Significance
Boulevards/Main Streets						
	Downtown Milwaukie Station Streetscape	$5.00	City of Milwaukie	OR-3	Construction	Blvd./Main Streets
	Main Street Ped. & Streetscape Improvements (5th St. to Division)	$2.20	City of Gresham	OR-3	PE/Construction	Blvd./Main Streets
	102nd Ave. St. Improvement: Project Phase II - NE Glisan to SE Washington St.	$3.00	City of Portland	OR-3	Construction	Blvd./Main Streets
Parkways						
	Sunrise System: Parkway Demonstration Project	$30.00	Clackamas County	OR-3	Planning	Parkway
Green Infrastructure						
	Kellogg Creek Bridge Replacement	$4.00	City of Milwaukie	OR-3	Construction	Green Infrastructure
	Tabor to the River/SE Division St. Reconstruction, Streetscape & Green Infrastructure I	$3.60	City of Portland	OR-3	PE/Construction	Green Infrastructure
Research						
	Oregon Transportation Research & Education Consortium (OTREC)	$16.00	PSU/UO/OSU/OIT	OR-1,2,3,4,5	Research	Research

***Note: The region is supporting the Rails-to Trails Conservancy's (RTC) proposal to establish a program to invest $50 million in each of 40 areas to substantially increase biking and walking. Both Metro and Portland have submitted a "Case Statement" to RTC to be a designated area. If this approach is successful, the $75 million Metro and $25 million Portland requests would be through this program. If this in not successful, a Bikepath & Trails earmark in each of the Congressional Districts of $10 million each is requested through the "High Priority Projects" category. The bikepaths and trails listed below are the ones under consideration to be funded depending upon funding level.**

****Note: Congressman Blumenauer has proposed the "Active Transportation Act of 2009" to fund projects to provide safe and convenient options to bicycle and walk for routine travel. The program is proposed to be administered on a national competitive basis. The projects listed are under consideration for funding either through these earmarks or through the competitive program if it is created and the region competes successfully.**

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Exhibit D
Revised January 4, 2011

FY 2012 APPROPRIATION PRIORITIES

by proposed jurisdiction

Project Description	Funding Request ($millions)	Sponsor	Congressional District	Source of Federal Funds	Purpose
City of Portland					
NE Columbia Blvd./NE MLK Blvd. Intersection Improvement Project	$0.50	City of Portland	OR-3	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Construction
Multnomah County & Cities of Multnomah County					
Sellwood Bridge Replacement Project	$5.00	Multnomah County	OR-3,5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Final Design/ROW
US 30/Sandy Blvd Improvements: 185th - 201st Aves.	$1.97	City of Gresham	OR-3	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	PE/ROW/Construction
Clackamas County & Cities of Clackamas County					
SMART Fleet Services Facility	$1.00	SMART/City of Wilsonville	OR-5	FTA Section 5309 Bus & Bus Facilities	Design/Construction
Downtown Sidewalk and Pedestrian Improvements - Main St., 5th to 15th St.	$3.50	City of Oregon City	OR-5	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Construction
Lake Road (Phase 2)	$2.00	City of Milwuakie	OR-3	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	PE/ROW/Construction
Washington County & Cities of Washington County					
OR 217 Improvements	$3.00	Washington County	OR-1	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Construction
Fanno Creek Trail	$1.00	City of Tigard	OR-1	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Construction
TriMet					
Portland-Milwaukie Light Rail Project	$40.00	TriMet	OR-1,3,5	FTA - 5309 New Starts	Final Design/ROW
TriMet Bus Replacement	$1.60	TriMet	OR-1,3,5	FTA - Section 5309 Bus & Bus Facilities	Acquisition
Metro					
Southwest Transit Corridor (Barbur Blvd./99 W/I-5, Portland to Sherwood)	$2.50	Metro	OR-1,5	FTA - Section 5339 Alternatives Analysis	AA
Project Development of Regional Active Transportation Corridors	$2.00	Metro	OR-1,3,5	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Planning/PE/ROW/Construction
ODOT					
I-5 Columbia River Crossing	$3.00	ODOT	OR-3/WA-3	FHWA - Interstate Maintenance Discretionary Program	ROW/PE
I-205 Multi-Use Path	$1.00	ODOT	OR-3,5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Design/Construction
Port of Portland					
St. Johns Rail Line Relocation	$2.00	Port of Portland	OR-3	FRA - 9002 Rail Relocation & Improvement Program	Relocation
U.S. 26 - Helvetia/Brookwood Parkway Interchange Improvement Project	$2.00	Port of Portland/City of Hillsboro	OR-1	FHWA - Transportation, Community & Systems Preservation (TSCP) Program	Construction

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 11-4226, FOR THE PURPOSE OF ENDORSING A REGIONAL POSITION ON THE AUTHORIZATION OF A SURFACE TRANSPORTATION ACT IN THE US CONGRESS AND APPROVING REGIONAL TRANSPORTATION PRIORITIES FOR FEDERAL FISCAL YEAR 2012 APPROPRIATIONS

Date: January 6, 2011 Prepared by: Andrew Cotugno

BACKGROUND

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. This year's priorities are focused on both the FY'12 appropriations bill and the new six-year authorization bill. This resolution establishes policy and project priorities that will be addressed through the authorization bill and establishes project priorities for the FY'12 appropriations bill. However, from both a policy and a project perspective, the situation in Washington, DC is changing and it is not yet clear in what direction. As a result, the region should prepare for opportunity by defining its priority interests but be nimble in reacting to a changing environment.

The 111th Congress is adjourning and the Surface Transportation Act of 2009 that was introduced to the House Transportation and Infrastructure Committee will lapse as a result. The 112th Congress will be convening in January with new leadership in the House of Representatives and likely a new policy direction. In addition to this shift, the country is recovering from the worst recession in decades that has magnified the budget deficit and the highway trust fund can support a federal transportation program at a level roughly half of what was proposed in the 111th Congress. Finally, there is substantial debate on whether there will even be the opportunity to submit projects for earmarking with many members of congress in favor of eliminating or severely limiting earmarks.

Federal investment in transportation can play a key role in supporting the nation's economic recovery by putting people back to work, facilitating commerce, addressing environmental goals, improving the nation's energy security and restoring the condition of critical infrastructure. However, despite the obvious importance of transportation to the economy, the federal environment for transportation policy and appropriations is shifting and the potential direction is not clear at this time.

From a policy perspective, in January 2009 the region adopted a comprehensive set of priorities for policy making in the reauthorization bill by Resolution No. 09-4016, "For the Purpose of Endorsing A Regional Position on Reauthorization the Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users" (SAFETEA-LU). Later in 2009, the House Transportation and Infrastructure Committee, Subcommittee on Highways and Transit passed a bill, entitled "The Surface Transportation Authorization Act of 2009" (STAA), incorporating most of the policy priorities of the Portland region. In January 2010, the region endorsed as priorities key elements of the STAA by Resolution No. 10-4124. However, the STAA will die at the end of 2010. The region should continue to urge Congress to pass a strong six-year authorization bill that supports economic recovery, cost- and energy-efficient transportation and livable communities.

From a project perspective, the prospect for earmarking is also unclear with the likelihood that there will be fewer opportunities. In addition, as demonstrated by recent grant solicitations, there appears to be a trend toward more competitive grant opportunities. The region has a list of possible project earmarks in the event there are earmarks. However, a project strategy that integrates the region's interests through programmatic change established in the authorization bill with earmarking actions taken in both the authorizations bill and appropriations bill is reflected in this position paper.

Exhibit A to this resolution, entitled: "Strategic Policy Direction: Invest boldly in transportation to spur economic recovery", provides a framework for advocating the region's policy and project interests in the authorization bill. It stresses the importance of adopting the bill and using it as a tool for economic recovery. It identifies both aspects of current legislation that should be continued and proposed changes that could be implemented through the new bill.

Exhibit B to this resolution, entitled: "Strategic Project Direction: Focus on broadly supported high-priority projects", provides a framework for seeking funding for projects, both through programmatic changes in the authorization bill, earmarking through both the authorization and appropriations bill, and possible future discretionary grant opportunities. It incorporates both large projects that involve a multi-year strategy and small projects that can be completed quickly.

Exhibit C to this resolution is the specific authorization project earmark requests. This list is a continuation of the same program of priority projects adopted in 2009 and 2010 with updates to reflect completing certain projects through other funding sources, including Recovery Act funds, and cost changes based upon further project development.

Exhibit D to this resolution is the specific FY 2012 appropriations project earmark requests developed through the following framework:

- Two requests per jurisdiction or group of jurisdictions as follows:
  - Portland
  - Multnomah County and Cities of Multnomah County
  - Clackamas County and Cities of Clackamas County
  - Washington County and Cities of Washington County
  - TriMet
  - Metro
  - ODOT
  - Port of Portland
- Requests in an amount consistent with what can likely be earmarked
- Consistency with interests of member of congress
- Job creation during construction and on-going support of permanent jobs
- Project readiness – funds must be able to be obligated by the end of FY 2012; there are no significant technical, environmental, financial or political hurdles that could hold up obligating funds
- Inclusion in the financially constrained element of the new Regional Transportation Plan
- Support for the region's broader strategy, including the relationship of the project to the region's broader land use and transportation improvement strategy.
- Non-federal funds should be indentified.
- Ability to proceed with a partial earmark.
- Likelihood of proposed category to be successfully earmarked.

ANALYSIS/INFORMATION

1. **Known Opposition**: None

2. **Legal Antecedents**: Projects within the region earmarked for federal funding must be consistent with the Regional Transportation Plan, adopted by Resolution No. 10-1241B, "For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan."

3. **Anticipated Effects:** Resolution would provide the US Congress and the Oregon Congressional delegation with the region's priorities for transportation funding policy for use in the federal transportation authorization and appropriation process.

4. **Budget Impacts:** Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 11-12 and later Planning Department budgets. However, most of the funding requests deal with implementation projects sponsored by jurisdictions other than Metro.

RECOMMENDED ACTION

Approve Resolution 11-4226 for submission to the Oregon Congressional delegation.

Transportation and Land Use Roadmap to 2020

Report to the Oregon Global Warming Commission

The following report, *Transportation and Land Use (T&LU) Roadmap to 2020*, was developed by the T&LU Technical Committee of the Oregon Global Warming Commission (OGWC). Technical Committee members are listed in Appendix A of this report.

I. PURPOSE AND CONCLUSIONS

The purpose of the Committee was to develop and prioritize a set of strategies and actions for reducing greenhouse gas emissions from transportation and land use choices to meet Oregon's 2020 greenhouse gas (GHG) goal. The recommendations will be considered by the Oregon Global Warming Commission for inclusion in the Interim Roadmap to 2020/Report to the new Governor and Legislature, to state agencies, and to Oregon's Congressional delegation. Recommendations may also guide private sector investments and university research agendas.

After several months of deliberations the Committee narrowed the Key Actions from a possible 120 actions down to 12. Appendix B contains the consolidated Inventory of Actions developed by T&LU Technical Committee. The Committee's "Clean Dozen" are more fully described in Section III – Key Actions For 2020 of this report. In summary they are:

1. Change the Way We Fund Transportation
2. Develop New Funding Sources
3. Expand Urban Transit
4. Create Complete Neighborhoods
5. Keep Urban Footprints Compact
6. Move Freight the Low-Carbon Way
7. Plan to Mitigate GHGs and Adapt to Climate Change
8. Expand Intercity Transportation Options/Choice
9. Reduce Demand by Increasing Options
10. Manage and Price Parking
11. Support Electric Vehicles
12. Adopt Low Carbon Fuel Standard

The Committee noted that the greater part of its recommendations are focused on transportation and land use choices in Oregon's urban areas, although many are applicable statewide (more

efficient freight and intercity transit, along with access to electric vehicle technologies, offer opportunities to urban and rural Oregonians alike). The focus was neither accidental nor reflecting an urban bias; rather it was recognizing that the majority of efficiency gains and greenhouse gas savings must be contributed by residents of Oregon's cities, where densities make options like transit more cost-effective and feasible. By contrast, access to shopping and services in many of Oregon's smaller communities is already relatively clustered and efficient.

II. FUTURE STATEMENTS

The following *Future Statements* are intended to describe what the year 2050 might look like with carbon reduction in alignment with Oregon State goals, based on the implementation of the Actions for 2020 noted above and throughout this document (i.e. back-casting exercise from 2050). It is critical to align these actions with our 2050 visions recognizing that these actions can be either enabling (funding shifts) or constraining (land use and other actions reducing VMT/demand) over the long-term. The Committee used these statements to guide our development of present day key actions that need to occur by 2020. The statements are categorized into four topic areas:

- How We Move Goods
- How We Move People
- How We Use Land
- How We Make Transportation Choices, and Fund Them

How We Move Goods in Oregon in 2050

Oregon's economy remains trade-dependent and export-led, and the transportation system serves the engines driving the economy, supporting the growth of family-wage jobs. The system is viewed as moving people and goods rather than vehicles; and the design, planning, development, and usage of transportation reflects that shift. Market forces in the form of customer demand, cost reductions, and improved efficiencies and technology drive reduction in GHG emissions from freight movement. Awareness of emissions and opportunities to reduce costs are second nature to front-line staff operating machinery and vehicles in the movement of freight. Policy decisions take a systems approach and consider safety, economics, and GHGs.

Policy

Land has been preserved and (re-)zoned for industrial use on, adjacent to, and near highway interchanges and freight transportation corridors, where this would improve efficiency of freight movement, multiply intermodal opportunities and efficiencies, and reduce total vehicle miles traveled by trucks in Oregon. This also has enabled distribution and logistics complexes to be established at or near the ports of Morrow and Umatilla with product being shuttled between Portland and the mid-Columbia by barge.

Federal regulations implemented in 2007 and beyond regarding heavy-duty diesel engines have had a substantial impact as the trucks and engines built immediately prior to new regulations have been completely retired or replaced. Public policy requires manufacturers to improve the efficiency and reduce the emissions of truck engines through the use of market-based approaches.

As rail is usually more fuel-and-carbon-efficient for overland freight, and where rail is an option, land use planning has anticipated a need to better integrate freight rail. Long-range land use plans facilitate freight rail movement by supporting the development of industrial parks and "freight villages" adjacent to rail ramps where loads can be consolidated for shipment by rail or broken up for distribution. Markets for increased use of short line services have been identified and developed, and investments in infrastructure improvements have been funded.

Operations

All cities, counties, and MPOs working with the trucking industry have identified viable, important freight connectors, arterials, and routes. All signals are timed on these routes to allow large trucks to pass through without stopping while driving the speed limit. This reduces idling and consequently fuel consumption and GHG emissions. Freight vehicles of all kinds operate with limited or no idling.

Both US and international air space is opened up to allow flights (both cargo and passenger) to fly the most direct route possible between airports. Operations will be highly organized so that take-offs and landings can be managed in a way that allows planes to use very little fuel on descent and final approach. The airplanes themselves are fueled by lower-carbon fuels.

Design

All undivided roads have adequate passing and climbing lanes to reduce queuing of trucks and cars, thereby reducing emissions. Where possible on divided highways and where efficiency gains are possible, existing capacity exists and does not constrain other vehicle movement, truck-only lanes allow trucks consistent, efficient movement reducing starting, stopping, and slowing.

Process Improvement

Improvements in packaging have continued, enabling more freight to be shipped in fewer trips reducing both fuel consumption and GHG emissions.

Better technology and information about the transportation system has improved the modeling and operation of pick-up/delivery activities. This includes the ability to incorporate the operations of other fleets and private vehicles and their response to unpredicted problems on the network.

Capacity

Oregon ports and airports, where scale allows, have the facilities and service they need to capture 95% inbound and outbound freight within their market service areas. Oregon shippers no longer need to rely on transporting goods to/from ports and airports in California, Washington, British Columbia, and elsewhere.

Class I freight railroads (e.g. Burlington Northern Santa Fe and Union Pacific) have invested in new track capacity in Oregon and beyond enabling them to capture more long-haul freight volume moving into and out of Oregon. They are also cooperating to make more efficient two-way use of parallel tracking where it exists. Short-line railroads have also expanded to handle shorter distance freight movement.

Vehicle Manufacturing

Transportation vehicle manufacturers have modified designs (trucks, trains, airplanes, ships, etc.) to become more fuel-efficient and to reduce GHG emissions. Innovations in engine design, propulsion technology, aerodynamics, and fuel type and consumption allow for more freight to be hauled longer distances with fewer emissions.

How We Move People in Oregon in 2050

We've come a long way. In the forty years since 2010, Oregonians have thoughtfully, deliberately and persistently shifted the way we access work, school, play and shopping, especially in Oregon's urban areas where population densities support greater efficiencies.

Much like 1973's Senate Bill 100 laid the foundation for decades of wise land use in Oregon, the legislature adopted the "Options Now" bill, launching a mix of immediate and long-term actions setting Oregon on the path to a fossil-fuel free transportation system. Legislators recognized that wise transportation is the other side of the coin of wise land use. The cornerstone of the Options Now bill was the requirement that all Oregon cities larger than 10,000 people develop "Complete Community" Plans. These plans were a first step toward meeting local aspirations to create and maintain livable, vibrant communities that can accommodate a majority of non-work trips via walking, biking, shared rides, and, where available, public transportation

Oregon legislators recognized that every dollar invested in providing transportation options keeps more dollars in the Oregon economy by reducing money exported to pay for petroleum. Oregon wisely shifted investments from those that worsened our petroleum addiction to those that boosted state and local economies.

Over the past four decades Oregon has retained most of the billions of dollars that would have otherwise been exported to pay for petroleum. The "Options Now" program became one of the most powerful economic development strategies in state history.

For four decades, vehicle miles traveled (VMT) within Oregon's metropolitan areas and major cities have been steadily dropping as people lived, worked, studied and played in greater proximity. This was accomplished by the state steadily increasing the share of transportation capacity funds and incentives going to rail, transit, bicycling and walking.

For most Oregonians, it's easy to walk, bike or take transit to work, school, parks, shop, worship and to visit with friends. For longer trips, Oregon's major cities are connected by quick, clean, frequent and convenient rail service. Rural areas have travel and vehicle choices that are both lower-carbon and lower-cost.

As the state, regional and local governments invested in building more and better transportation options, use of those options increased. Now, options for walking, bicycling, transit and driving make up a truly balanced system capable of meeting State GHG emission reduction targets set nearly 40 years earlier.

The legislature created an innovative system to reward ODOT, cities and counties for policies and projects that reduced petroleum use and GHG emissions. From Astoria to Ashland and Burns to Brookings, policies were adopted to determine and pay the true cost (including environmental consequences) of parking and driving, along with comparable costs of other modes of travel.

In 2050, nearly 90% of the miles traveled by vehicles in Oregon are from electric and other low-or non-carbon vehicles. And most of the electricity consumed by those vehicles is Oregon-based renewable resources. Many of the parts of those electric vehicles are made by Oregon workers, as is the technology that contributes to a more efficient operation of or transportation system.

There was concern early on that electric vehicles, with their lower operating costs, could create new pressures for urban sprawl. But Oregon's commitment to preserving the values embedded in its land use laws, together with a public transportation system that continuously improved its offerings created offsetting incentives to live and work within urban growth boundaries.

Oregonians now live longer than any other Americans. We get more exercise because we walk and bike more, and therefore have lower rates of many chronic diseases. After decades of reducing vehicle emissions; we have lower rates of asthma and other respiratory diseases.

The critical path to 2050 was established by two key policies offered in the "Options Now" legislation:

1. Establish pioneering least cost transportation planning that focused investment of our limited transportation budget in providing Oregonians with options that are both lower-cost and lower-carbon.
2. Reward ODOT, cities and counties for adopting policies that reduce fossil fuel consumption, vehicle miles traveled, and GHG emissions.

How We Use Land in Oregon in 2050

Oregon's shift to a low-carbon economy has given us, in 2050, the opportunity to live more prosperous, healthier lives by making the right long-term choices. Starting in 2010, anticipation of our impact 40 years hence became a foundational principle in the region for planning and developing our urban areas, using our natural resources and rural lands, and transporting our people, goods, and services. The highly energy-efficient homes and offices that have dominated the market over these four decades are not only much less expensive to operate and maintain, but with ever more sophisticated design have proven to be more comfortable and healthier to live in as well.

Oregon's land use patterns and practices have evolved with each decade of progress, and essentially will look to continue developing new urban constraints. By 2050, new development and redevelopment reflect compact, efficient mixed-use settlement patterns created largely through redevelopment and infill; our communities in 2050 have approximately the same footprint they did in 2012.[4] Statewide intercity and interregional networks of transit service, broadband, and coordinated freight movement have enhanced personal and business mobility and accessibility at no net increase in industrial land consumption.

Highly energy-efficient building stock, assembled in more compact mixed-use neighborhoods result in increased convenience of urban living. More Oregonians have more choices of lifestyles with a

[4] 2012 is recognized as a transition year as current UGB analyses will be complete in both the Eugene-Springfield and Portland Metro regions. It's recommended that UGB reviews post-2012 include no expansion options together with Complete Community Plans.

smaller footprint but greater livability. As the lower-density neighborhoods from the last half of the 20th century were redeveloped, neighborhood centers for shopping and services were coupled with on-demand local transit to gain new efficiencies and convenience.

Greatly increased and convenient access to shared cars, walking, cycling, transit, and other services have allowed people to reduce their average driving per household, and downsize their household transportation costs. Urban households now own only one car on average. Commercial shared vehicles and expanded access to the full range of convenient transit options have allowed families and individuals to avoid many of the high costs associated with buying, operating, and maintaining cars for longer trips.

Local governments hardly need to build new roads, and are directing scarce dollars to maintaining and improving existing infrastructure.

Rural Oregon still relies greatly on personal autos and trucks, but these are efficient low-carbon and electric vehicles with an extended range. More efficient freight vehicles and IT-managed collection/delivery systems support more robust rural economies and better linkages between urban and rural places, communities, and economies statewide. Oregon's farms have efficient access to both local and global markets, and this diversification helps stabilize farm incomes.

Rural Oregon is also the source of much of the energy we use to power our vehicles, homes and businesses. Energy comes from wind, solar, biofuels, and combined-heat-and-power or cogeneration facilities at lumber-mills, dairies, wastewater treatment plants and landfills.

To prevent further urban spread, communities in the lands along and within 10 miles either side of the I-5 corridor -- the part of Oregon that will be home to most of our population in 2050, as in 2010 -- have adopted land-use strategies where living, working, learning, and experiencing nature are substantially co-located and easily accessible.

Roles for State agencies, local governments and businesses have been realigned to focus on sustainable development principles. Agencies and businesses have shifted from the traditional linear "take-make-waste" production model to a circular "borrow-use-return" production system. Shifting to this closed-loop approach has lead to cost savings, increased productivity, and ultimately to a competitive advantage for business while improving our quality of life and conserving nature.

To create a low-carbon, prosperous Oregon of 2050, we built on our historic land use and transportation policies, adopting a more rigorous integrated approach to land use and transportation planning that incorporates the following elements:

1. Building and redeveloping our communities to make them more convenient places to live, with or without a car. We added more destinations within walking distance of our homes and jobs; made the public realm more people-friendly and safer for pedestrians, cyclists and transit riders; and reduced the number of trips that required an automobile.
2. Developing a statewide system for intercity public transportation, in close partnership with private sector providers, local communities, public agencies, and others. Making it possible to inhabit not just a neighborhood but an entire state as a pedestrian. This extended the

reach of citizens and created new luster for Oregon's international reputation as an environmental leader. Using the revenues from new funding sources like congestion pricing allows us to fund efficient options such as urban and intercity transit. This brings transportation choices to both urban and rural Oregonians.

3. Creating stronger, safer and more convenient links between the amenities in the public realm (parks, squares, public facilities, access to nature, beauty, etc.) and smaller, more efficient building and site designs.
4. Using transportation system pricing—tolls, transit fares, parking charges—to ensure that the people who choose to make heavy use of scarce transportation system capacity thereby creating congestion, pollution and GHGs pay the real cost of that use. Getting the prices right ensured market signals that allowed us to make smarter choices about where we live, how and when we moved around, which reduced the carbon emissions caused by driving.
5. Changing the way we raised and decided how to spend our scarce transportation dollars so we were getting the least-cost, biggest-bang for our buck system. This is defined as maximum mobility and accessibility for people, goods and services at the least cost in dollars, air quality, land consumption and GHG emissions.
6. Prioritizing the use of now-scarce gasoline and diesel fuels and associated infrastructure to support rural economies and goods movement, and backing it up with both public policy and public investment.

Technological development played a central role in Oregon's transition to a low-carbon future. However, Oregon's strategy of developing a diverse set of living, working and transportation choices for families and businesses avoided the overreliance on technological "silver bullets". This strategy allowed Oregon to continue protecting its farm, forest and wild lands as they coped with the stresses of adapting to the unavoidable climate change effects of water scarcity, variable land productivity and pressures on existing ecosystems accustomed to climate stability.

How We Make Transportation Choices, and Fund Them in Oregon in 2050

Reducing greenhouse gas (GHG) emissions from Oregon's transportation sector involves different institutional arrangements, policies, as well as direct actions (e.g., fleet conversion to low-carbon vehicles and fuels). These institutional changes were essential in enabling Oregon's transportation and land use institutions to become catalysts of change, enabling us to connect different uses and users, to think in terms of systems, of systemic change, and of collaborative efforts across boundaries instead of isolated actions that failed to connect and reinforce each other strategically.

Allocating GHG Emissions Among Emitters

Oregon early on reached agreement on the amount and timing of needed emissions reductions from transportation and other sectors that are sources of GHGs, giving Oregon citizens and businesses carbon predictability. GHG allocations were based on technical feasibility, amount of the reduction, cost, timing, and equity impacts. Different sub-sectors within transportation (e.g., air/sea/land freight, business, transit, and private vehicles) have allocations that declined over time at different rates, and to different levels (that still, in aggregate, meet an overall transportation

sector allocation). Allocations within Oregon also conform to a national GHG budget, captured in a national "cap" mechanism, so Oregon's allocation reflects its fair share.

Planning

Transportation and land use planning in Oregon shifted to a "least cost planning" basis that internalizes the economic, environmental, social and other identifiable costs of fuel choices, land use actions, and GHG emissions. Planning and infrastructure investing for reduced GHG emissions consistent with State goals were embedded into planning protocols as a fixed limiting condition. Modeling tools for such a least cost path have been developed and applied, allowing for plans that can meet GHG reduction goals while optimizing for multiple attributes (e.g., safety; congestion-avoidance; travel time reliability; accessibility; modal share; etc.). Infrastructure investments and operational are consistent with the least cost plans.

"Locational" Costs Assessment

Urban areas, where most of the population lives in 2050, apply the lessons of least cost planning to integrating transportation with locational land use decisions. Internet-accessed models now display transportation "locational" costs (travel time/accessibility; travel costs; emissions effects; health effects) of choices of where to live and work. Businesses seeking new locations clearly can access what their shipping/distribution costs will be and their access to skilled work force. These costs can be integrated with other locational costs (e.g., energy, water, and services) to give those locating a residence, business, institutional or government office a more complete picture of the consequences of different location choices.

Transportation Funding and Cost Allocation

It was clear before 2010 that funding models for transportation were not working. The purchasing power of gas tax revenues were declining as the need to maintain existing and build new infrastructure was growing. More efficient mobility and accessibility were required for both freight and people. Existing funding models were also failing to capture the full range of costs created by transportation, in particular the costs of building capacity to accommodate peak transportation demand, and the costs of pollution and the increases in GHG emissions. Oregon pioneered a "utility" pricing model that levied a base ("capacity") charge for access to the transportation infrastructure (roads, transit, etc.); a usage-based ("energy") charge for each user's annual share of roadway, airshed, and GHG budget consumed; and a congestion ("peaking") charge to reflect peak period use. "Congestion pricing," together with real time information on traffic flows and slowdowns, now helps us avoid traffic jams and rush hours which contributes to more efficient use of our transportation infrastructure. As well, because demand is managed we now can avoid building a great deal of new infrastructure. Traffic – vehicle, pedestrian, transit, and bicycle – moves efficiently and predictably, reduces stress for all, and reduces costs and delays for commercial traffic. Computers designed for privacy and electronic applications accessible to drivers facilitate movement and access.

Research and Commercialization

Oregon has become a technical and business leader in developing advanced transportation solutions; building off its base and exploiting its comparative advantage already apparent in 2010. Modeling, planning, applied technology and user behavioral studies are combined into a cycle of

constant investment and improvement in moving people and goods efficiently and equitably. The vehicles may be made elsewhere, but the systems that make them work are made in Oregon.

III. KEY ACTIONS FOR 2020

The following Key Actions were developed by reviewing numerous local and regional Climate Change Action Plans, and where appropriate, new and enhanced action items were developed. The top 12 Key Actions, our "Clean Dozen," are listed below:

1. Change the Way We Fund Transportation
2. Develop New Funding Sources
3. Expand Urban Transit
4. Create Complete Neighborhoods
5. Keep Urban Footprints Compact
6. Move Freight the Low-Carbon Way
7. Plan to Mitigate GHGs and Adapt to Climate Change
8. Expand Intercity Transportation Options/Choice
9. Reduce Demand by Increasing Options
10. Manage and Price Parking
11. Support Electric Vehicles
12. Adopt Low Carbon Fuel Standard

While this list represents the T&LU Technical Committee's top 12 actions, many more actions were considered (see Appendix B). The process concluded that most of these actions, including but not limited to the top 12, will be needed to reach our 2020 and 2050 State goals.

1. Change the Way We Fund Transportation

Develop and deploy a "utility" funding model for State and local transportation infrastructure, transit fleets and operations, and other transportation costs. Such a model should include:

- A base ("capacity") "access" based charge to all who use any part of the system, whether driving, biking, busing, or using goods and services delivered from the system;
- An ("energy") "usage" based charge (i.e. VMT charge) to reflect the amount one uses the system, that includes both the cost of infrastructure and externalities (e.g., airshed pollutant contribution; carbon emissions);
- A ("peak") "congestion" based charge to reflect peak period use of the system.

Oregon has relied for decades on a gas tax applied to light-duty vehicles to fund the State's portion of transportation capital and operating costs (heavy duty freight vehicles pay a weight-mile tax rather than a fuel tax) as directed by the State Constitution. This reliance on the gas tax should

come to an end for three reasons. First, the amount of the gas tax is fixed and has declined in purchasing power due to the combined influence of inflation, dramatic increases in transportation infrastructure costs, and the effect of more efficient vehicles. Second, proceeds from the tax are directed constitutionally solely to expensive highway-related costs, leaving other least-cost mobility and accessibility solutions unfunded. Third, transportation charges should be levied commensurate with use of the system (as highway freight charges now are) rather than more narrowly on the amount of fuel used. *A change in Oregon's Constitution will be required to transition to a 'utility' funding model.*

"Utility" rate design evolved from electric and gas utilities as a way to allocate costs fairly and according to use of the system. In the case of transportation, a "utility" design would charge all parties a base or "access" rate because all parties benefit from the system, either by using the highways, buses and trains directly, or relying on them to bring them goods and services.

A "usage" charge would reflect miles traveled in the system and how efficiently those miles are traveled. The usage charge would reflect miles traveled by different modes (e.g., auto, bus, train, bicycle) and the efficiency of the mode (e.g., an average emissions per VMT/passenger for a bus rider; an efficiency rating that might be captured instead as a graduated registration fee within the "access" charge).

A "peak" or "congestion" charge would be triggered when vehicles create congestion, and would reward those who use available real-time traffic information to avoid congested sections of the system at times of congestion (thus avoiding the need to incur additional capital costs of new facilities to accommodate the increased congestion).

This strategy for pricing publicly-supplied transportation services (roads, buses, trains) should: (a) more fairly allocate all costs to users (including land consumption, air pollution and climate impact costs); (b) provide price signals which create incentives for the public to use existing infrastructure more efficiently in meeting their transportation needs; and, (c) lower pollution and emissions per person-mile traveled because of gains in efficiency.

The above action will only work if we can truly define the total cast of the transportation system.

2. Develop New Funding Sources

Develop new, stable sources of funding for climate-friendly transportation.

It is imperative that every transportation dollar spent move us closer to meeting the state's greenhouse gas reduction goals. However, Oregon's current method of funding transportation is inflexible and unstable, and thinly spread funds are insufficient to meet our needs. Oregon has a constitutional requirement to use gas tax dollars on road improvements instead of on a broader suite of transportation alternatives that could achieve "least cost" mobility and access. Oregon is also one of only four states with no sales tax. To make critical investments in transportation infrastructure, operations and programs that will enable us to meet our GHG reduction goals, we need new sources of funding that are diverse, stable, predictable and flexible, as well as moving towards a 'utility' based methodology described above. Included in the development of the utility method would be defined approaches for governance, administration, and allocation of revenues

generated from the utility rate base. Existing authorities and commissions may not be correctly structured to administer a new rate.

The T&LU Technical Committee did not fully explore the viability or revenue-raising potential of all possible new sources of funding; however, the following have been identified as options in need of future exploration by the T&LU Technical Committee, the Global Warming Commission, the Governor and Legislature, and others:

- Maximizing the use of all discretionary funds (e.g. federal funds for multimodal transportation).
- Offering drivers the opportunity to make a voluntary contribution to an alternative transportation fund to offset the impact of their driving behavior when they renew their vehicle registration or driver's license.
- Reducing the senior medical deduction for high-income seniors and dedicating savings to Oregon's Special Transportation Fund to support special needs transit.
- Implementing taxes on the act of parking or imposing a business license tax based on the number of parking spaces a business makes available for employees and the public.
- Dedicating state lottery revenue to multimodal transportation.
- Expanding payroll tax authority and implementing and raising payroll taxes to fund transit.

3. Expand Urban Transit

Expand Urban Transit to Provide Travel Choices, Reduce Carbon Intensity of Travel, and Curb Vehicle Miles Traveled.

- Expand and improve public transportation infrastructure and operations in the state's urban areas to provide lower carbon intensity travel options that reduce the number of vehicle miles traveled, while meeting the access and mobility needs of commuters, low-income citizens, seniors, disabled persons, school kids, recreationalists, and others who because of circumstance or choice seek public transportation options.
- Extend coverage and/or increase frequency and capacity of urban transit service to urbanized areas with transit-supportive land use policies; shaping the level of service to density factors and density development goals consistent with transit agency policies.
- Provide separated lanes where possible and/or traffic signal priority for public transportation vehicles to reduce travel time, reduce idling, and improve the reliability and operating efficiency of transit service.

The benefits of public transportation are many. At the **national level:**

- Public transportation's overall effects save the United States 4.2 billion gallons of gasoline annually: more than 3 times the amount of gasoline imported from Kuwait.
- Households near public transit drive an average of 4,400 fewer miles than households with no access to public transit.

- Communities that have invested in public transit reduce the nation's carbon emissions by 37 million metric tons annually. This is equivalent to the GHG emissions from all the electricity used by New York City; Washington, DC; Atlanta; Denver; and Los Angeles – *combined!*
- One person switching to public transit can reduce daily carbon emissions by 20 pounds, or more than 4,800 pounds in a year. A single commuter switching his or her commute to public transportation can reduce a household's carbon emissions by 10%, or up to 30% if he or she eliminates a second car.[5]

The Federal Transit Administration has also assessed the carbon footprint of transit agencies and compared their performance to that of other modes.[6] FTA's analysis found that "national averages demonstrate that public transportation produces significantly lower GHG emissions per passenger mile than private vehicles."[7] Analysis specific to TriMet found riders emitting 53% less GHG per passenger mile than the national average for single-occupancy private vehicles.[8]

GHG emission reductions at the **community level** are attributable to the provision of transit service through three pathways:

- Mode Shift: Benefits from directly shifting trips from more carbon-intensive modes (low-occupancy private vehicles) to less carbon-intensive modes (bus and rail transit).
- Congestion Relief: Benefits through improved operating efficiency of private automobiles, and commercial vehicles, including reduced idling and stop-and-go traffic.
- Land-Use Factor: Benefits produced through transit enabling more compact land-use patterns that promote walking and cycling, shorter and less frequent trips in private automobiles, and reduced private vehicle ownership.

Modeling commissioned by the New York Metropolitan Transportation Authority (MTA), indicates that the MTA helps avoid the emission of 8.24 metric tons of GHG emissions for every 1 metric ton that its own operations emit. This number can and does vary from region to region. Even within the MTA service region (the largest transit-served area in the country), the "avoidance factor" at the sub-regional level varied from about 2 to 20, with 8.24 being a weighted average for the entire region.[9]

While the same modeling has not yet been fully run for TriMet or other Oregon transit districts, initial TriMet analyses using a similar approach suggest an avoidance factor of approximately 1.84

[5] Source: http://www.apta.com/mediacenter/ptbenefits/Pages/default.aspx
[6] Source: http://www.fta.dot.gov/documents/PublicTransportationsRoleInRespondingToClimateChange2010.pdf
[7] Ibid., p. 2
[8] Ibid,, pp11-12, with modal emission factors weighted by the modal split of ridership
[9] Sources:
http://apta.com/resources/hottopics/Documents/Executive_Summary_Recommended_Practice_for_Quantifying_Greenhouse_Gas_Emissions_from_Transit.pdf
and
http://www.mta.info/sustainability/pdf/MTA%20Carbon%20Model%20Report%20&%20Presentation.pdf

due to mode shift and congestion relief alone. However, this likely substantially underestimates the overall avoidance factor since it excludes the emissions avoided due to more compact development patterns enabled by transit (the most significant factor in the MTA analysis). The "land use factor" is likely to be a significant factor in the Portland region, where much of the documented GHG savings from the transportation and land use sector comes from lowering over time VMT in the Portland region as a result of more compact development within the urban growth boundary. Even without this land use factor being considered, TriMet services reduces nearly two tons of GHGs for every single ton it emits, making the expansion of high-quality, productive transit service a key reduction strategy for GHGs from transportation and land use for urban areas in Oregon.

4. Create Complete Communities

Require the development and implementation of "Complete Community Plans" for all urban areas that are subject to Comprehensive Planning in the State of Oregon (cities over 10,000).

"Complete Community Plans" (e.g. 20 minute neighborhoods) are intended to meet local aspirations for creating and maintaining livable, vibrant communities that can accommodate a majority of non-work trips via walking, biking, shared rides, and, where available, public transportation. Complete community plans should include, but not be limited to:

- Higher density, mixed-use zoning and development incentives aligned with public transit and a connected system of "complete" streets that include pedestrian amenities and bicycle facilities (bike boulevards, lanes, parking).
- Parking management plans that limit parking in order to allow more efficient use of land and to balance parking supply with actual demand.
- Land use plans that identify a development and implementation strategy of key community amenities to fit local aspirations for shopping, parks, schools, libraries, public plazas, farmers markets, and other places for people to congregate and meet everyday needs.
- Housing plans that balance housing needs for all income levels and housing types and leverage access to public transit, walking, and bicycles.

Oregon Department of Land Conservation and Development (DLCD) would be responsible for statewide rule-making and review of local comp plans to ensure compliance for complete community plans.

Collective research conducted by Metro during the 2010 Update to the Regional Transportation Plan on trip generation rates shows complete neighborhoods and communities with compact urban form, access to transit and a greater mix of uses generates shorter vehicle trips with a 20-50% reduction in vehicular trips when compared to rates in lower-density, suburban style development. The finding confirms that ITE trip generation rates tend to overestimate automobile trips for compact, mixed-use development patterns. Recent data collection in areas with these development characteristics within the Portland region showed an average reduction of 40 percent between the ITE vehicle trip rates and observed trips.

5. Keep Urban Footprints Compact

Keep employment and population growth within existing UGBs.

Land within Oregon is considered a finite resource and must serve future generations. In addition to urban needs, the State's lands must serve agricultural, forest, and natural habitat purposes. Therefore, with limited exceptions (i.e. allowing flexibility within UGBs without modifying total urban land supply), we must accommodate residential and employment growth within existing urban growth boundaries by focusing new development on vacant developable land or through infill and redevelopment. This requirement would take effect after December 2012 and exceptions should only be approved for specific uses that cannot be accommodated within an existing UGB or for growth that accommodates integrated transportation and land use planning for complete communities.

Objectives would focus on land conservation and include:

- Strategies to better balance housing and employment within UGBs in order to minimize expansion of urban "travel sheds."

- Brownfield redevelopment. While difficult, efforts to minimize urban footprints by cleaning up and reusing large parcels of mostly vacant land should be accelerated, partnerships fostered, and incentives developed.

- Transit Oriented Developments to better leverage mixed-use high-density development with transit investments.

Comparisons between urban areas that expand land areas and those that restrict urban growth to inside existing growth boundaries show that vehicle miles of travel and GHG emissions can be reduced up to 20 percent over 20 years at growth rates between one to two percent per year.

6. Move Freight the Low-Carbon Way

Reduce carbon emissions from freight movement in Oregon and help improve the efficiency and cost-effectiveness of freight movement.

The freight community has a number of opportunities to contribute to reductions in greenhouse gas emissions. Because freight movement competes on a regional, national and global scale, policies and programs must be harmonized with other states and countries to avoid unintended consequences. Those low-carbon strategies that offer the greatest potential are those that will both reduce carbon emissions from freight movement in Oregon while helping improve the efficiency and cost-effectiveness of freight movement.

- Improve tools and transparency to accurately show how freight moves through the system in order to improve efficiency of freight movement and infrastructure investment. This includes the development and deployment of Intelligent Transportation System (ITS) elements to inform drivers of existing conditions and route alternatives as well as the collection and sharing of truck trip routing data to identify where operational or infrastructural inefficiencies exist.

- Make strategic investments in multi-modal freight transportation, including intermodal freight transshipment facilities as well as infrastructure capacity to enable cost-effective mode shifting over time from less carbon-efficient modes (e.g., truck, air) to more carbon-efficient modes (e.g., rail) for medium and long-haul freight movement. Ensure such investments are commensurate with and result in an identifiable public benefit (consistent with Least Cost Planning principles) and leverage private investments where possible.
- Site industrial land/facilities along key freight corridors and interchanges, and support and conserve regional significant industrial areas that may provide for future intermodal facilities and efficient local deliveries.
- Implement market-based incentive programs to incent truck and rail fleets to switch to more efficient engines and fuel types and to adopt alternative sources of power (rather than their own engines) to power while idled. Regulation may also be necessary.
- Implement incentive programs needed to increase capture of inbound and outbound freight within Oregon ports' and airports market service areas, thereby maximizing the use of the most efficient modes of freight movement.
- Engage the private sector to determine what shippers are already doing or are looking into resulting in positive emission results and identify those innovations that Oregon could help with implementation support (e.g. shipping practices, vehicle design/aerodynamics, etc.).

Reducing emissions from freight transportation is one area which can benefit from both public and private sector innovation. This combination can also result in benefits in other areas such as safety, reduced infrastructure and operational costs, and reduced conflict between land uses. In Columbus, OH, for example industry, government, and higher education as part of a larger strategy to attract the logistics industry are working to develop green logistics solutions and practices. The primary attraction for these private-sector developments is cost savings, yet they reduce the impact of freight movement. The following examples illustrate the potential:

- In 2009 Wal-Mart implemented a low-packaging strategy to reduce the packaging around many of the products they sell. By doing so they were able to ship more freight on the same truck or rail car than they did before. By the end of 2009, they had increased the number of cases of products shipped by 161 million, yet reduced VMT 87 million miles and gas consumption 15 million gallons.
- Boeing's most recent improvement to its 747 freighter has resulted in a reduction in fuel consumption of 17% per metric ton of cargo and about a 20% reduction in carbon emissions all while carrying 16% more cargo. Alaska Airline is testing bio-jet fuel that significantly reduces emissions.

Knowing and understanding where research and development in logistics practices, equipment manufacturing, and other areas is making advances can shape future policy and programs. Oregon, through policy, its research universities, and partnerships with the freight community can advance the state of the practice and encourage competition and innovation.

7. Embed Climate Change in Transportation Planning

Embed greenhouse gas mitigation and climate change adaptation goals into least cost transportation and land use planning conducted by state, regional and local governments.

From the overarching Oregon Transportation Plan developed by ODOT to the local comprehensive plans and transportation system plans developed by cities and counties, all levels of government must plan to reduce greenhouse gas emissions, adapt to climate change, and prepare for the inevitable escalation in the cost of petroleum fuels.

State, regional and local governments must align spending programs to support transportation investments that result in reduced GHGs and/or help communities adapt to climate change with the least cost plans. We recommend that:

- ODOT develop and deploy a Least Cost Planning (LCP) model for state and local government transportation decision-making pursuant to House Bill 2001. A robust LCP model, adapted from electric utility LCP, would take a comprehensive approach to solving transportation problems along the sustainability triple-bottom-line of the economy, the environment, and social equity. It should consider how to affect transportation demand as well as transportation supply. It considers all direct and indirect costs on a lifecycle basis. "Cost" should include not only the up-front price of an option, but also costs that can be quantified (like congestion and GHG emissions) and costs that are qualitative in nature (like equity). It should compare the benefits and costs of a variety of solutions and ranks them according to cost-effectiveness or benefit/cost ratios. It ensures that solving one transportation problem doesn't exacerbate another transportation problem. Oregon's LCP model should incorporate GHGs as a hard constraint; in other words, when applying LCP, GHGs must not exceed a specific emissions level related to metropolitan area or statewide GHG reduction targets.
- LCDC incorporate GHG reduction goals into the Statewide Land Use Planning Goals and align existing VMT reduction requirements with GHG reduction goals.
- LCDC and DLCD develop and incorporate climate change adaptation risk assessment and planning and Statewide Land Use Planning Goals.
- ODOT incorporate GHG reduction goals and strategies to meet those goals into all modal plans (Oregon Highway Plan, Oregon Rail Plan, etc.) as they are updated, utilizing the statewide strategy for reducing GHG emissions from transportation sector being developed pursuant to Senate Bill 1059.
- Local governments, MPOs, and the State work cooperatively, as financing is available, to develop, adopt and implement scenarios to achieve their transportation-related GHG targets, using strategies that best fit their communities. This would occur once ODOT and DLCD have completed their Senate Bill 1059[10] requirements to develop a statewide strategy to reduce GHG emissions from the transportation sector, set targets for reduction of GHG

[10] ODOT and DLCD are currently working with local governments, agencies and stakeholders to develop a Statewide Strategy for Transportation for Oregon, as required by SB 1059. The strategy will serve as a foundation for LCDC's rulemaking on GHG targets for light duty vehicles within MPO areas. Technical and policy committees were formed or are being formed to advise OTC and LCDC on the strategy and rulemaking. The recommendations in this report are not intended to conflict with the outcome of that effort; rather the intent is to enrich it.

emissions from light vehicle travel for the state's six major metropolitan areas, develop guidelines for scenario planning, develop a toolkit to assist local governments in reducing GHGs from transportation, develop rules for Complete Community Planning, and educate the public about the costs and benefits of reducing transportation-related GHG emissions.

- Utilize newly developed GHG accounting and reporting methods, which include lifecycle carbon emissions (i.e. construction energy), operations (vehicle miles traveled and flow) and maintenance, in all planning efforts.

8. Expand Intercity Transportation Options/Choice

Provide efficient and reliable intercity transit, with higher-speed rail as a central component.

Passenger rail and other fast, reliable intercity options are essential components of a low-carbon transportation future. We recommend that the state:

- Pursue its near-term plan (by 2017) to increase train speeds between Eugene and Vancouver, BC to 110 mph, improve on-time performance to 95 percent, pave the way for additional daily roundtrips to be added in the future, and consider switching to electric power for the route, potentially using solar panels on the state-owned right-of-way to help provide the electricity. These improvements could triple ridership on the Eugene to Portland segment reducing the state's CO_2 emissions by nearly 70,000 pounds a year[11] and laying the groundwork for eventual high-speed service.
- Explore other opportunities for commuter rail and long-distance passenger rail.
- Link Oregon communities not served by passenger rail via intercity bus service.
- Build stations in the right places, where passengers have access to a variety of transportation options for completing their trip and where passenger rail can provide a catalyst for transit-oriented development.

Passenger rail travel currently emits 60 percent less CO_2 per passenger mile then cars and 66 percent less than planes.[12] Newer locomotives are becoming even more efficient, and switching rail lines from diesel to electric power could reduce GHG emissions even further. We need to think big—imagine all major U.S. cities within 100 to 500 miles of each other linked by true high-speed rail by mid-century. Here in the Pacific Northwest, the Amtrak Cascades line between Eugene, Portland, Seattle and Vancouver, B.C.—which is less than 500 miles from end to end and where ridership has increased eight-fold over the past 15 years—is particularly ripe for substantial investment. While this corridor should be the initial focus of our high-speed rail efforts, other corridors can be served by lower-speed passenger and commuter rail; and all communities not served by rail must be linked with frequent and reliable intercity bus service.

[11] Oregon Department of Transportation, Rail Division, *High-Speed Rail/Intercity Passenger Rail Service Development Plan*, 2 October 2009.

[12] Center for Clean Air Policy and Center for Neighborhood Technology, *High Speed Rail and Greenhouse Gas Emissions in the U.S.*, January 2006.

9. Reduce Demand by Increasing Options

Implement cost-effective Transportation Demand Management (TDM) programs that increase use of travel options. TDM is a quick, inexpensive approach to reducing the number and length of drive-alone trips.

Nationwide, agencies have been successful at reducing drive-alone trips by adopting demand reduction targets, then implementing community-appropriate strategies to achieve the target. But Oregon currently lacks statewide and regional TDM strategies with clear goals, roles and funding. An effective TDM program would:

- Reward ODOT, MPOs, cities, counties and transit agencies that establish 2020 Demand Reduction targets and implement strategies to achieve the targets.
- Develop and market a new Statewide Rideshare Online program, a tri-state advanced ridesharing program for personal and commercial car sharing. Involve private sector and marketing experts in the development. Offer incentives for participation.
- Develop and implement "Corridor TDM" programs in large new transportation construction projects. ODOT, local agencies and employers collaboratively provide corridor users information and incentives to carpool, vanpool, use transit, walk, bicycle and telecommute. Similar programs have proven effective, reducing drive alone trips 8 – 13%.
- Provide baseline funding for TDM programs in jurisdictions with major employers and ongoing congestion programs, similar to WSDOT's successful Commute Trip Reduction (CTR) program.
- Provide incentive funds for a competitive, performance-based TDM program, open to local agencies and private sector employers and entrepreneurs who prove measurable trip reduction, similar to WSDOT's successful Trip Reduction Performance Program.
- Reduce or eliminate government-supported parking subsidies.
- Reward local agencies that implement Transportation Management Plan (TMP) standards for large and mid-sized new development projects. Developers and/or project owners provide employees and residents information and incentives to use travel options.
- Expand the use of local transportation management associations and parking management districts to coordinate TDM and parking programs.
- Support companies in setting up and marketing Peer-to-Peer (P2P) car sharing. P2P car sharing enables owners of underutilized vehicles to add their cars into a P2P network during certain hours for other members to use for an hourly rate. Example companies include relayrides.com and spride.com.

10. Manage and Price Parking

Encourage less single-occupancy vehicle travel and less travel during peak periods by implementing one or more parking management strategies.

We recommend the following:

- Charging for parking.
- Modifying existing parking charges by eliminating discounts for daily or monthly parking, structuring parking fees to reflect peak period use, and/or setting hourly rates higher once a certain number of hours have passed.
- Requiring employers to offer employees a "parking cash-out" option where the employee can choose the parking benefit or the cash equivalent of the benefit.
- Impose a business license tax based on the number of parking spaces a business makes available for employees and the public to encourage more efficient use of land.
- Develop Shared Parking policies and practices.

99% of automobile trips end in a free parking spot. But neither land nor pavement are free, and the availability of free or heavily subsidized parking encourages driving. When designed in conjunction with other land use and pricing measures, parking pricing policies and parking management policies can ensure the appropriate supply of parking for a given area while encouraging carpooling and trips by other modes. Studies conducted by the USEPA of various employee parking programs found a 12-39% reduction in vehicle miles traveled and a 66-81% reduction in single occupancy vehicle trips to worksites. Similarly, the studies found community-wide pricing programs resulted in a 19-31% reduction in vehicle trips.[13]

11. Support Electric Vehicles

Deploy an Oregon Electric Vehicle (EV) Strategy designed to double the 2020 National level (estimated at 5% of total fleet) of light duty vehicles registered in Oregon qualifying as electric or plug-in electric vehicles. [14]

Accomplish this through:

- Creation of a new Transportation Electrification Tax Credit (TETC) for electric vehicles and infrastructure, as recommended by the 2010 Working Group (Governor's Alternative Fuels Advisory Committee).
- Incentives such as tax credits and feebates for EV purchases including freight vehicles.
- Tax credits and other incentives to fund EV charging stations and infrastructure in residences, work places, and public places.
- Incentives for and investments in electric vehicle fleet purchases and set EV purchase standards for government fleets.
- Redesign urban streets to accommodate and encourage deployment of low-speed electric vehicles (including two and three-wheeled EVs).

[13] US EPA (1997) "Opportunities to Improve Air Quality through Transportation Pricing Programs
[14] The EC-Vehicle Electrification Roadmap, published in 2010, projected a 5% by 2020 national target.

- Deployment of smart grid technology for EV charging by 2020 to significantly reduce the need for utility infrastructure upgrades.

Use of electricity for powering vehicles will reduce harmful emissions and promote sustainable mobility. In Oregon, our electricity partly comes from renewable sources but also coal and natural gas. Nonetheless, powering vehicles with electricity produced from any of our energy sources is more efficient than using gasoline powered engines. According to the US Department of Energy, electric motors convert 75 percent of the chemical energy from the batteries to power the wheels, while internal combustion engines (ICEs) only convert 15 to 20 percent. Even with energy losses at the power plants and through transmission, electric vehicles are producing considerably less GHG emissions than internal combustion engines. As the percentage of renewable energy sources increases, the benefits of electric vehicles will also increase.

While EVs are a substantial improvement over internal combustion engines, driving EVs in the next decade is not a "cure-all" and will still contribute to GHG emissions; therefore, promotion of EVs needs to be integrated with other strategies to most efficiently meet GHG targets.

12. Adopt Low-Carbon Fuel Standard

Ensure an Oregon low-carbon fuels market through adoption of a low-carbon fuel standard and local production of sustainable biofuels.

The Oregon Department of Environmental Quality is currently undertaking rulemaking to adopt a low carbon fuel standard. The low-carbon fuel standard will require providers of transportation fuels to reduce the carbon intensity of the fuel mix they deliver to Oregon by at least 10% by 2020. This will grow Oregon's clean energy industry, from electric vehicle manufacturing to cellulosic biofuels; discourage unclean energy investments, such as fuel from coal-to-liquids and oil produced from tar sands and oil shale; reduce Oregon's dependence on imported oil, keeping more money in the state; and reduce the sensitivity of Oregon's economy to oil price uncertainty and shocks resulting from refinery outages, cartel actions or disruptions in world oil supplies. The rules will apply only to major transportation fuels, allow for a phased-in schedule, provide quality assurance, and allow deferrals and exemptions as necessary to ensure adequate fuel supplies.

- The DEQ rulemaking needs to be completed with accurate GHG intensity methodologies that reduce life-cycle carbon impacts of Oregon's fuels.
- Current statutory authority expires in 2015; this "sunset" needs to be removed so that long-term market stability encourages investments in fueling, vehicles, and local fuel production.
- Companion actions are needed to increase state and local support for building in-state fuel production and processing infrastructure, which studies indicate will have major benefits for rural Oregon economies.

Oregon's overwhelming dependence on petroleum as a single feedstock for its transportation fuels leads to volatility in prices and high GHG intensities throughout the transportation sector. One essential component for Oregon to reduce its GHG emissions in the transportation sector is to reduce the GHG intensity of transportation fuels. Providing diversity in sources of transportation

fuels will reduce the volatility in prices, increase new economic opportunities for the development of in-state production of liquid fuels, and do this while reducing GHG emissions statewide.

A low-carbon fuel standard requires all providers of transportation fuels to meet a declining standard for GHG-intensity of its fuels. HB 2186, passed by the 2009 Legislature, established these requirements in Oregon through 2015. The Department of Environmental Quality is developing the rules to implement the market mechanisms that will allow complying entities to most cost-effectively meet the GHG intensity reductions of the fuels they sell. Innovations in biofuels, and emerging replacement fuels, such as electricity to power electric vehicles, will likely play a major role in the state's effort to meet these important standards.

APPENDIX A

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Annual Report
July 2009 – June 2010

Transit-Oriented Development Program

The year in review

In a year when private development activity was at a virtual standstill, real estate values were falling and construction financing was unavailable, the Transit-Oriented Development Program continued to build and fund projects, providing a much needed stimulus to the regional economy. TOD projects completed or under construction in the fiscal year 2009-10 leveraged $42 million in development investments in eight urban centers around the Portland metropolitan area.

The successful completion and opening of four new TOD projects over the past year has helped create more vibrant, walkable communities by adding 225 new residential units and 48,700 square feet of retail, restaurant and community space. Construction is currently underway on 48 apartments for income-restricted seniors and a new light rail station connecting a neighborhood to transit and other regional centers. Funding was approved for two new projects: dormitory housing for 900 students attending Portland State University and 90 workforce housing units in a mixed-use development on the edge of Northwest Portland's industrial area.

The TOD program continues to seek new development partners and work closely with developers of approved TOD projects that were impacted by the collapse of financial markets in 2008. Two projects were formally canceled after the developers withdrew. In this economic climate, substantial public or institutional investment has been essential to move projects forward. In response, the TOD program is partnering more often with other public and non-profit agencies to meet the financing needs for new projects.

A TOD program strategic plan is currently being prepared to guide the cost-effective allocation of limited TOD funding. Existing conditions and development economics are being evaluated to develop a system-wide TOD station and corridor typology. This will clarify the types of investments that can most effectively help realize each jurisdiction's local aspirations for these areas. It is anticipated the TOD strategic plan will be completed in fall 2010.

FY 2009-2010

Projects opened

3rd Central
Gresham

bside 6
Portland

Russellville Park
Portland

Town Center Station
Clackamas County

Land acquisitions

TriMet right of way
Gresham

Construction starts

The Knoll
Tigard

Northwest Civic Drive MAX station
Gresham

3rd Central retail
Gresham

Projects approved

Pettygrove
Portland

College Station
Portland

Program accomplishments

Projects completed

2000
- Buckman Terrace
- Center Commons

2001
- Central Point

2002
- Russellville Park I and II
- Villa Capri West

2005
- The Merrick

2006
- North Flint
- North Main Village
- The Crossings

2007
- Nexus
- Pacific University
- The Beranger
- The Rocket
- The Watershed

2009
- 3rd Central
- Broadway Vantage
- bside 6
- Patton Park
- Russellville Park III

2010
- Town Center Station

Results

543,000 trips

Transit-oriented development increases transit use by creating places for people to live and work within walking distance of high quality transit. Each year, over half a million more travel trips are made by transit, rather than by car, as a result of projects built with TOD program funding.

2,091 units

TOD projects increase housing choice and affordability by attracting compact residential development near transit and walkable urban centers. The 2,100 housing units constructed to date serve a diverse range of households: 531 units are restricted for households earning up to 60 percent of the area median family income; and 703 of the market rate units are affordable to households earning up to 80 percent of the area median family income.

247,543 square feet

Well-designed, mixed-use buildings with retail, restaurants and offices contribute to placemaking by generating more pedestrian activity, strengthening the customer base, and introducing amenities for urban living. Mixed-use TOD projects completed to date include 106,806 square feet of retail and 140,737 square feet of office space.

$312,778,391 leveraged

Metro's TOD program stimulates private and public investment by helping to offset the higher costs of compact development. The 20 TOD projects completed to date have leveraged more than $300 million in total development activity.

322 acres protected

TOD projects completed to date required a total of only 44 acres. If developed conventionally, they would have used 366 acres. Compact development helps preserve farms and forestland.

1998-2010

Completed transit-oriented development projects and eligible areas

The Nexus
Hillsboro Main Street
Villa Capri West
Pacific University
Westgate
Beaverton Round Plaza
The Watershed
Patton Park
North Flint
The Merrick
Buckman Terrace
The Rocket
bside 6
Broadway Vantage
Center Commons
Russellville Park
Gresham Civic
The Crossings
3rd Central
The Beranger
Central Point
North Main Village
Milwaukie Town Center
Town Center Station

Legend

N

- MAX light rail lines
- Urban growth boundary area

TOD program investments
- Completed TOD projects
- TOD land holdings

Areas eligible for TOD funding
- Frequent bus lines
- 2040 urban centers
- Station areas

0 1 2 4 Miles

Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

"I chose 3rd Central Apartments after living in a home with a yard for 30 years. The proximity of everything I need within walking distance of my front door makes this feel like a safe and livable neighborhood."

John Jones, resident
3rd Central Apartments, Gresham

"From when the Town Center Station project broke ground in the summer of 2009 to its completion, I estimate more than 300 subcontractors and suppliers were used, with 50 percent of those hired from the Portland area."

Curt Meili
Co-owner, Meili Construction Company

"Now is the time to be focusing on projects that capitalize on the transit investments we have all made as taxpayers. More than ever, we need innovative and cost effective space where businesses and people can thrive."

Corey V. Martin
Owner, PATH Architecture Inc.

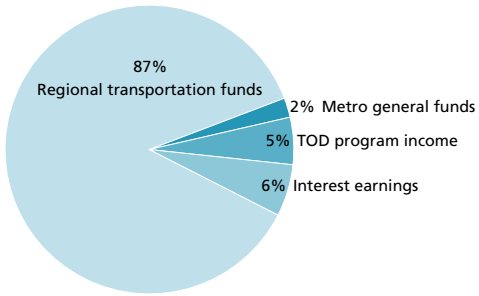
Recent research finds that in comparison to typical suburban development, compact suburban development reduces vehicle miles traveled by 20 percent and urban development reduces VMT by up to 60 percent. As the amount and quality of compact development increases, the reduction in VMT accelerates, resulting in a permanent reduction in greenhouse gas emissions.

Land Use and Driving: The role compact development can play in reducing greenhouse gas emissions
Urban Land Institute, 2010

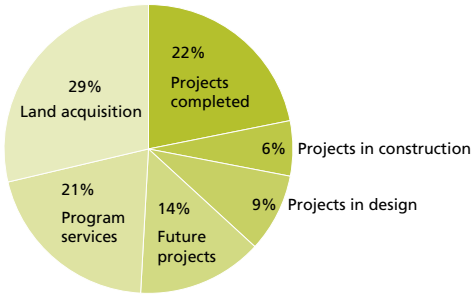
Program financing

Over the twelve years since the TOD program's inception in 1998, program financing has totaled $29.2 million cumulatively. Regional partners have allocated federal transportation funds to support the TOD program as part of the Metropolitan Transportation Improvement Program planning process. MTIP funds, currently $2.9 million annually, are then exchanged to provide local funding for project investments and program operations. Historically, other funding sources have included direct federal transportation grants, income from property transactions, interest earnings and Metro general funds.

Sources of funds



Uses of funds



For more information, call 503-797-1757 or visit **www.oregonmetro.gov/tod**

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WHAT COULD POSSIBLY GO WRONG July 7, 2010

Nothing Has Ever Gone Right

The Alaskan Way Viaduct Has a History of Cost Overruns, Complications, and Deceit

by DOMINIC HOLDEN

It was in 1938, when traffic snarled the downtown waterfront, that the civic-minded first began pressing for a solution. Nine years later, Mayor William F. Devin rolled out a plan for a double-decker viaduct. It would cost $5 million, he said. Within five months, he would bump up that estimate to $6.3 million. A power shovel got stuck in the muddy soil shortly after construction began in 1950 and a crane had to pull it out. Fourteen months after construction began, when the true costs came into focus, estimates rose to $10 million. The budget had doubled.

Even then, locals predicted that the four-story concrete fixture would be death to the waterfront. In 1951, the *Seattle Post-Intelligencer*'s Charles Regal warned it would be a "concrete curtain."

"The day may yet come when burly guards will be stationed at the portals of the new viaduct to examine the credentials of those who would venture into the desolate waterfront of the future," wrote Regal.

The over-budget, ugly viaduct opened on April 4, 1953, at 1:40 p.m., purportedly to unsnarl traffic. The first traffic jam occurred 18 minutes later, requiring the intervention of police officers.

Just 16 years after it opened, a Central Waterfront Study called for the city to tear the viaduct down. Twenty years after it opened, city council member John Miller called it one of the city's "worst mistakes." But the death knell rang on March 1, 2001, when the Nisqually earthquake struck, the viaduct sustained damage,

What Could Possibly Go Wrong

- What Could Possibly Go Wrong When We Dig the Deep-Bore Tunnel *by* DOMINIC HOLDEN
- The Alaskan Way Viaduct Has a History of Cost Overruns, Complications, and Deceit *by* DOMINIC HOLDEN
- Council President Richard Conlin's Megaproject Flip-Flop *by* DOMINIC HOLDEN

and Seattle realized that another seismic bump could turn the two-tiered highway into a human juicer.

Seattle didn't want to replace the viaduct with a tunnel. Voters rejected both a tunnel and a new elevated highway by wide margins in March 2007. A stakeholders group—people representing business and waterfront interests—convened to discuss what they wanted. Representatives from the city, county, and state transportation departments ruled out a tunnel. They elected for a smaller viaduct or a surface/transit option. A deep-bore tunnel was out of the question, in part because the Washington State Department of Transportation (WSDOT) said it was too expensive. At a closing meeting of the stakeholders group, WSDOT's David Dye made a speech, saying, "It is out of reach in the current state of affairs to make it happen." He added, "It would be disingenuous of me to sit here representing the state to say, 'Geez, you know, let's go build a deep-bore tunnel.'"

The state is now on the verge of building a deep-bore tunnel.

So how did we get here? Labor unions, construction lobbies, and downtown business groups (which all had an incentive to sign multibillion-dollar contracts) charmed Governor Chris Gregoire into believing a deep-bore tunnel was feasible. Gregoire responded in early 2009 by crafting a tentative agreement with former King County executive Ron Sims and former Seattle mayor Greg Nickels to build that tunnel. Under this arrangement, each party would take responsibility for its own part of the project. For instance, Seattle would rebuild the downtown seawall and take responsibility for cost overruns on its share of the work. The state would dig the tunnel and accept liability for cost overruns on its part of the project.

But the state screwed Seattle at the last minute. One month after signing the agreement, the legislature passed the law capping spending and requiring Seattle to pay for all cost overruns—including all cost overruns on the state's part of what is a state highway project.

The governor also promised that the legislature would grant King County the right to raise the motor-vehicle excise tax to pay for transit near the waterfront—transit that Seattle needs to mitigate the traffic impacts of all the drivers who don't take the tunnel to avoid tolls and because the tunnel has zero downtown exits—but when a bill came to the governor's desk to allow more taxes for transit, she vetoed it.

"Gregoire's promises aren't worth the paper they're printed on," says Martin H. Duke, editor of Seattle Transit Blog. (He notes the governor vowed to tear down the viaduct in 2012; now she's pushed the date back to 2016.)

But the governor insists Seattle needs to sign a binding contract now, and besides, what is there to worry about? All

"There are things that could go wrong," says Cary Moon, director of the People's Waterfront Coalition and a member of the stakeholders group. And when things go wrong, "Seattle gets screwed every time." *

Port of Portland Considerations for Green Economy and Freight Initiatives

The Task Force has done a good job on the Green Economy and Freight Initiatives category. Including both construction projects and project development categories is a good strategy for dealing with the limited funds available. Allowing for development of freight focused regional strategies is also desirable.

We have some ideas about the recommendations based on our evaluation of the draft.

- While system management projects are important there are many freight construction projects in the RTP that can be constructed for $1M to $2 M, including roadway extensions and channelization projects. We think roadway construction projects should be included in the mix of projects available for funding.

- The recommendations for both construction and project development talk about arterial freight routes. Many important freight facilities are last mile improvements that are not arterials but are important for serving industrial lands. For this reason we suggest that the type of eligible facilities be expanded to include those that serve industrial lands.

- Regarding Table 2: Green Economy and Freight Initiatives criteria, we suggest that "improves safety" should not be ranked as Low. Improving safety should have at least a Medium rating.

Based on these considerations we recommend the following edits.

Green Economy & Freight Initiatives

Recommended approach to developing projects

For this project focus area, the task force recommended an approach of allocating funds for two components: construction type projects and planning/strategy development type projects. Eligible project types and criteria that could be utilized to scope and prioritize potential projects are described below.

Construction focus:

Capital improvements will focus on system management, such as Intelligent Transportation Systems (ITS) and other smaller capital projects, on ~~arterial~~ freight routes serving industrial lands. This could include upgrading traffic signal equipment and timing, ~~or~~ providinge travel information to inform freight trip decisions, and roadway channelization projects.

Planning/strategy development focus:

Project development for ~~specific arterial~~ freight routes serving industrial lands would evaluate key barriers to the development of a green economy and freight movement and recommend operations and design improvements to address the barrier.

Funds may also be set aside to develop regional strategies for the following topics. These are areas that need further analysis and a policy development process to achieve a regional consensus on how to move forward on the issue. Potential topics include a strategy for how to pursue and accommodate higher speed inter-city passenger rail and improved freight rail facilities, and a strategy for the routing of hazardous materials in the region.

Criteria for scoping and prioritization of projects

To help define the scope (project elements and geographic reach) of projects to be considered for funds and to prioritize among candidate projects, the following criteria will be utilized.

Table 2: Green Economy & Freight Initiatives criteria

Relative priority	Criteria
High	Reduces freight vehicle delay
High	Project increases access to: o Help recruit/retain green industries o Industrial lands o Rail facilities for regional shippers o Economic opportunities for EJ/underserved populations
Medium	Removes conflicts with active transportation and/or provides adequate mitigation for any potential conflicts
Medium	Improves safety
Medium	Reduces air toxics or particulate matter
Medium	Reduces impacts to EJ communities e.g., reduced noise, land use conflict, emissions
Medium	Increases freight reliability
~~Low~~	~~Improves safety~~
Low	May not get funding otherwise
Low	Contracting opportunities for women, minority owned businesses
Low	Can leverage (or prepare for) future funds
Low	Reduces need for highway expansion
Low	Multi-modal component
Low	Storm water - addresses, reduces

"Global warming is not just another environmental issue."

Oregon Strategy for Greenhouse Gas Reductions

Governor's Advisory Group on Global Warming, December 2004

The Good News

The good news, in the six years since that line was written in an earlier state climate *roadmap* report, is that Oregon is on a greenhouse gas (GHG) emissions trajectory to meet its 2010 goal – to arrest GHG emissions growth and put us on the road to real reductions. The 2010 emissions goal, and subsequent goals for 2020 and 2050, were recommended by the Governor's 2004 Advisory Group on Global Warming, and adopted by the 2007 Legislature in HB 3543.

There is other encouraging news. By 2020 we will close our only in-state coal plant at Boardman. Wind energy now contributes 4.4% of Oregon's electricity, up from <1% in 2004. Megawatt-sized solar systems are proposed or under construction. Oregon has a Renewable Portfolio Standard and our utilities are on their compliance paths. New technologies and ideas for managing the power grid are creating opportunities to re-imagine the electricity system as one in which high reliability service, reasonable cost and low carbon peaceably co-exist.

New energy efficiency finance and delivery tools (like Portland's CleanEnergyWorks) are being deployed to capture deep residential and commercial sector savings. Oregon has become the national leader in green building techniques and their application in both new structures and retrofits. The Northwest Power and Conservation Council projects some 6000 average megawatts (aMW) of additional regional electric energy conservation savings in the next 20 years, to go with the nearly 4000 aMW already realized since 1980 – in aggregate, about five Grand Coulee Dams' worth of avoided new energy generation.

In 2004 "low carbon vehicle fuels" seemed synonymous with bio-diesel in Oregon. Such fuels still figure in our strategies, but by 2010 Oregon had become one of the favored markets in the U.S. for deployment of electric vehicle technologies by car companies across the globe.

Portland and Multnomah County were among the many Oregon local governments taking the initiative to curb GHG emissions. Oregon's most populous city and county have reduced their emissions back to and even below 1990 levels despite a 24 percent population gain over the period, and while maintaining a vigorous economy (at least until all economies sagged in the current global slump). State and local government transportation and land use planning efforts are paying off, with more compact urban areas that require less energy per person while accommodating economic growth and individual choice. These outcomes have won recognition for Oregon nationally and globally.

The 2020 Challenge

Getting to our 2010 goal wasn't easy, and it wasn't accomplished by operating the state on autopilot. We have mobilized in many ways over the last six years. The Renewable Portfolio Standard, auto tailpipe emissions standards and other initiatives from state and local governments, utilities, businesses and private citizens were all essential.

Getting to our 2020 goal – 10 percent below 1990 levels – is a heavier lift still. It's the equivalent of a nearly 30 percent reduction from today's (2010) emissions levels. And since some choices made in 2011 may not generate carbon savings for years – closing a coal plant in 2020, for example – Oregon can't delay choosing the actions and investments that will be needed. Infrastructure investments – in transportation and in electric and gas transmission – have lengthy lead-times to construction before savings can begin to accumulate.

It would also be myopic to not acknowledge the thin revenues with which the State begins this decade.

The Oregon Global Warming Commission's (OGWC) *Roadmap to 2020* recognizes both of these considerations – lead-time and cost -- by offering recommendations that mix near-, mid- and long-term action time lines, that include research and regulatory as well as investment actions, and that propose new funding mechanisms. Six work groups, comprised of technical and policy experts in their fields, developed recommendations in the areas of energy; transportation and land use; industrial emissions; agriculture; forestry; and materials management. For example, the OGWC supports shifting transportation infrastructure funding to a *utility* model that charges users commensurate with their use of the system including both physical infrastructure and environmental effects (e.g., airshed pollutants and greenhouse gas emissions). Another low-cost recommendation is for Oregon to recognize, co-brand and co-market products of Oregon companies that deliver their goods with fewer carbon emissions and less energy consumed than their competitors elsewhere.

The 2050 Challenge

Each OGWC workgroup was asked to begin its process by envisioning its subject area in a Year 2050 in which Oregon's emissions goal, set back in 2007, had been achieved. Each group's report begins by reaching for this 2050 outcome with only existing technologies – no magic bullets or potions. In all cases workgroups found this task doable, although confidence in achieving the outcomes was paired with a realistic assessment of the challenges in doing so.

We asked for this step for two reasons. First, we wished to avoid recommendations that might get Oregon more easily to its 2020 goal but make getting to 2050 harder. An example: the one-for-one displacement of conventional coal plants with conventional gas to generate electricity might get us to 2020 but in doing so could lock us into forty more years of fossil fuel dependence.

The more important reason was to recognize that getting to 75 percent below 1990 levels (or nearly 90 percent below 2010 levels) will not be achieved by *incremental* thinking and actions. We can't count on having 200 mpg gasoline-

powered cars in forty years, so what are our alternatives with today's technologies? We can put just so many inches of insulation in existing walls and attics; then what?

Some of our answers will have to be *transformational* ones; comparable to how, in the 1970's, we re-conceived "energy efficiency" as comparable to a new electricity generating plant because it directly displaced the need for that plant's output. The consequence of that idea has been regional efficiency investments displacing almost 4000 aMW of electric energy annually by 2010 and saving regional ratepayers some $2.3 billion annually in avoided energy costs.

The Next Big Ideas

What are some of these next Big/Transformational Ideas? Here's the Commission Chair's short list of candidates, all drawn from the adopted Roadmap:

- **Vehicles and Fuels:** (K18, K19): Electric and/or gas-fueled light vehicle and fleet vehicle market penetration targets in Oregon should be *at least double* national levels; Oregon government and utility policies should align with this goal.
- **Cities: Hold the Urban Growth Boundary Line in Oregon's Larger Urban Areas** (K12): With limited exceptions for flexibility adjustments, Oregonians in our six largest urban communities should grow within existing UGBs; no net expansion. This will require greater creativity in urban design, transportation, distribution of goods and services, and development of *brownfields* and other infill opportunities within UGBs.
- **Electricity: Ramp Down Coal; Replace with "Flexible" Grid and Resource Mix** (K2, K3, K4, K7): To achieve "substantial reductions" by 2020 (e.g., closing out PGE's Boardman coal operations) and make "deliberate, continuous progress" thereafter toward the 2050 GHG goal, we should be replacing the coal generation that now serves Oregon electricity loads with a flexible combination of resources (e.g., renewables, efficiency and gas to integrate) that will lower carbon counts while preserving system reliability.
- **Public Revenues: Charge For Carbon** (K2, K8, K9, K17): Shift Oregon revenue models to charging for consumption of (1) infrastructure, (2) airshed, and (3) carbon. Phase out the gas tax and adopt a "utility" revenue model for funding transportation infrastructure, including congestion charges and per-vehicle-mile charges that vary with vehicle carbon efficiency. Shift from taxing real estate property value to taxing energy consumption and carbon emissions by dwelling.
- **New Buildings: Build to net zero energy/emissions target** (K2): Oregon already has a national reputation for sustainable buildings and building design, being leveraged by Oregon companies to sell their products and services. But we can't slack off and hold our competitive edge. The next big thing for buildings is *net zero* carbon emissions and energy consumption (even better: net zero environmental footprint: energy, emissions, water, waste management). Oregon incentives and aspirational codes need to target *net zero* outcomes.

- **Existing Buildings: "Retrofit" Building Code and Code Compliance at Point of Sale** (K2): There are different costs and physical opportunities to retrofit buildings for optimum energy and carbon efficiency. Recognizing these differences in building energy codes while requiring all cost-effective upgrades at point-of-sale could accomplish more efficiency investments in those buildings sooner, and in a manner that is more cost-efficient.
- **Oregon Industry: Sell Oregon Low Carbon Products** (K20, K21): Oregon can go further to leverage its national reputation for environmental values in transportation, green buildings, agriculture (e.g., Oregon Country Beef) and other economic sectors. If Oregon industry – likely starting with food processors and high-tech products – can show added value in energy and carbon-efficiencies, ranking in the top 20% of their competitors nationally, the State could recognize those accomplishments, brand them and co-market those companies' products.
- **Consumption-based carbon accounting (and carbon-labeling)** (K33): With the exception of electric utilities, the carbon emissions we hold Oregonian's responsible for are those originating inside the state. We don't count emissions resulting from producing the goods we choose to import from out of state (except for electricity); we do count emissions from producing goods in Oregon even when we export those goods for outside consumption. A "consumption-based" inventory gives us a better handle on how our choices affect global emissions. It could also benefit Oregon producers by excluding emissions associated with what they produce and export for out-of-state consumption.

Note that there are no "magic bullet" technologies in this list; no "X-Factor" solutions. We don't discount the emergence of such technologies. Indeed we believe they will be critically needed; we call for increased funding of focused research regionally and nationally, as well as a national carbon "cost" signal to stimulate innovation. But none of the ideas in this list is waiting around for any new technology. Instead they are creating the framework within which such technologies can emerge, take root, and grow into industries and jobs as well as carbon savings.

Climate Change Impacts and Preparation

Strategies to reduce Oregon's emissions are the primary focus of the Oregon Global Warming Commission, but we work in partnership with many other entities. Two of these – the Oregon Climate Change Research Institute (OCCRI) at Oregon State University, and the State Agency Directors' Adaptation Work Group – each delivered critical reports in December, 2010.

The OCCRI *Oregon Climate Assessment Report* is the work of over 100 researchers across the Oregon University System. Its *key findings* should surprise no one: likely impacts to Oregon's weather patterns, water supplies, agricultural production, forest health, fish and wildlife species and ecosystems, public health, transportation infrastructure and coastal communities.

The *State Adaptation Framework* takes that list of impacts and identifies near-term, low cost and high benefit actions Oregon can undertake to cope with the

effects and cushion their costs to Oregonians, to their communities and livelihoods, and to the environmental values we hold dear in this state.

The OGWC has been involved in both efforts, and commends the researchers and authors for their contributions. Taken together with the *Roadmap to 2020*, these comprise a carefully considered and systematic response by Oregon to the pending threat of climate disruption, while taking responsibility for our share of the state's GHG emissions that contribute to climate change.

Principles

This introduction to the Roadmap begins with one quote from the 2004 Advisory Group report and recommendations. It ends with the Principles adopted by that Group for proceeding into our uncertain climate future. They are as exactly pertinent today as they were six years ago.

A. Oregon's greenhouse gas reduction goals and solutions must be meaningful, firmly grounded in science, and lead to effective reductions in Oregon's greenhouse gas emissions, commensurate with the state's share of the larger global problem.

B. Oregon should first begin with the most cost-effective solutions.

C. To the fullest extent possible, Oregon's actions should be designed to serve both the long-term economic well-being of the state and the goal of climate stabilization.

D. Recognizing that there are always tradeoffs between a long-term investment strategy and near-term costs and cash flow, the Advisory Group believes Oregon can and should be a leader – but the State can't get so far ahead that Oregon's businesses are not competitive in the short term. The State will need some safety valves to relieve short-term competitive pressures if others aren't living up to their responsibilities along with Oregon.

E. Oregon creates long-term economic well-being with an "investment strategy" that buys efficiency savings, new technologies, energy price stability and a competitive edge in marketing – and profiting from—the tools developed and the lessons learned.

F. Oregon will take no actions that impair energy reliability.

G. Oregon will look for ways to support innovation, especially if it leads to marketable products and services.

H. Oregon will partner with other states, Canadian provinces, tribal nations and other nations, where doing so will enhance the effectiveness of state-level actions and their co-benefits for Oregonians.

I. Reducing the state's greenhouse gas emissions won't eliminate the need to adapt to the warming climate that will result from changes already fixed in the atmosphere. Oregon must next develop an adaptation strategy.

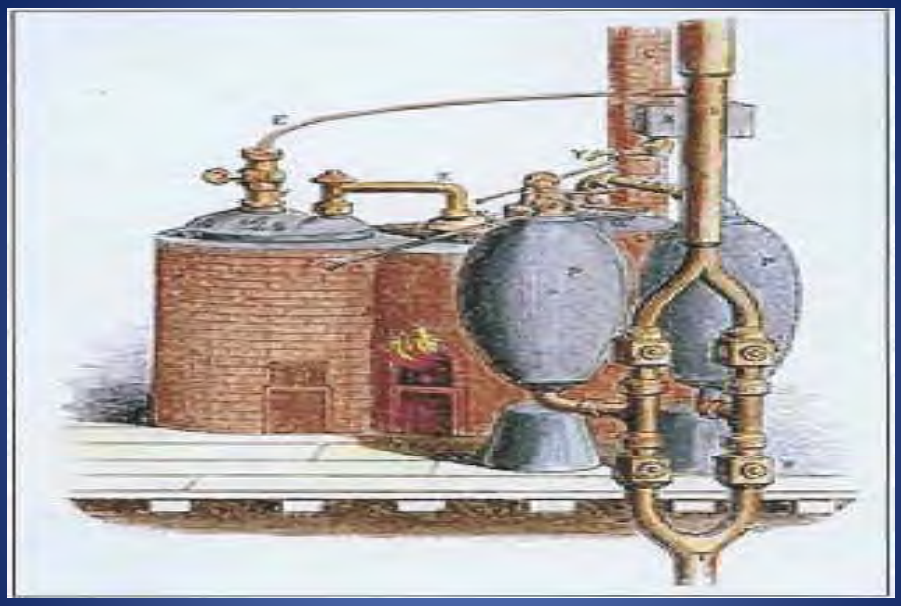
J. Oregon is committed to equity in allocating both costs and benefits of this enterprise.

Next Steps

The Commission, OCCRI and the State Agency Directors are submitting their findings and recommendations to the Governor and Legislature, but also generally to the citizens of Oregon. Our conclusions are only meaningful if they are communicated effectively to, and resonate with, a majority of Oregonians.

In 2011 the Commission will be undertaking that communications effort – a *Roadshow* for the Roadmap – across the state. We will employ different channels and media to reach individuals, opinion leaders and stakeholder groups. We hope Oregonians will make it a true two-way conversation, letting us hear a full range of ideas and opinions. And while we encourage all to communicate their ideas directly to the Governor and your legislators, we'll ensure as well that they find their way into State policymaking circles.

Later in 2011 the Commission will reconsider the Roadmap in light of what we hear, as well as what we may have learned since from advances in science and technology. We'll consider actions undertaken by communities, agencies and in the legislative session. The "roadmap" process is in a sense always "interim" as we learn by doing and listening both. We urge all Oregonians to engage with us, to speak up and speak out.

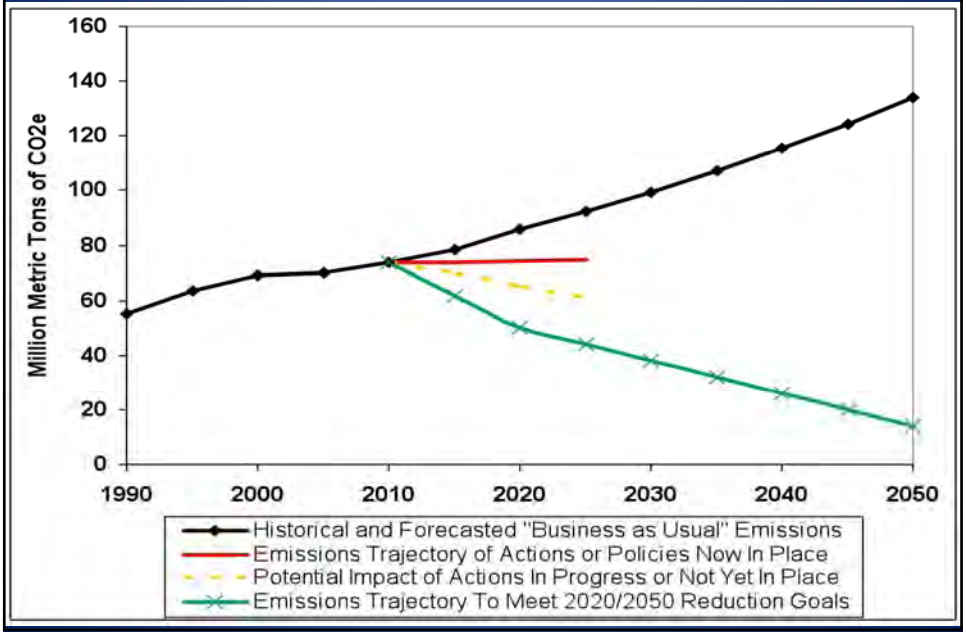


Savery Steam Engine – 1698

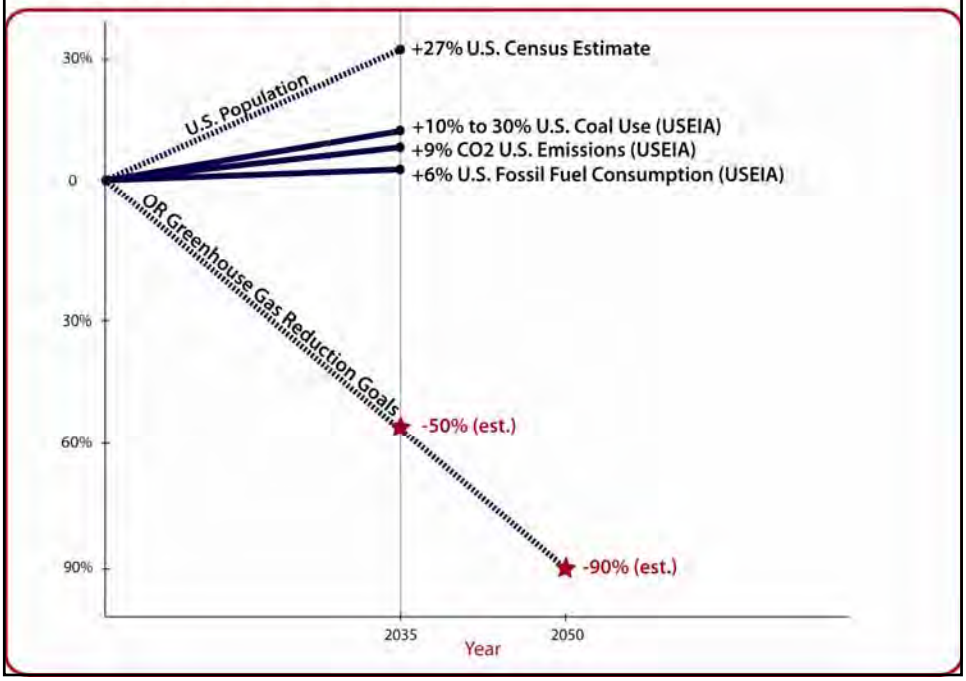
HB 3543 – 2007 Legislature Sets Goals

1. By 2010 Oregon shall have arrested the increase in greenhouse gas emissions and shall begin real reductions.
2. By 2020, Oregon's greenhouse gas emissions shall not exceed a level 10% below 1990 levels.
3. By 2050, Oregon's greenhouse gas emissions shall not exceed a level at least 75% below 1990 levels.

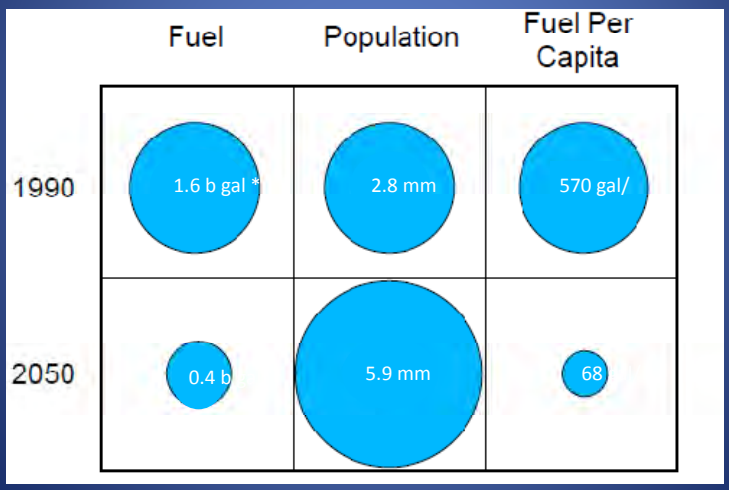
Oregon GHG Goals/Trends



Oregon / U.S. Trends 2005-2035



What does a 75% reduction in GHG emissions mean in terms of (vehicle) fossil fuel consumption?



* 2010 ODOT Data for on-road vehicle travel; US Census population growth projections

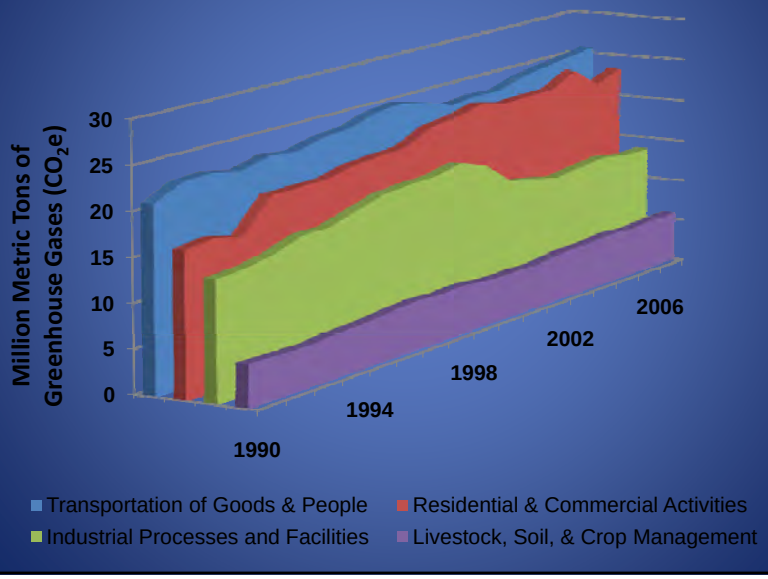
Roadmap to 2020 Recommendations by Sector

- Commission "Integrating" Recommendations
- Energy/Utilities
- Industrial Emissions
- Materials/Waste Management
- Agriculture
- Forestry
- Transportation/Land Use

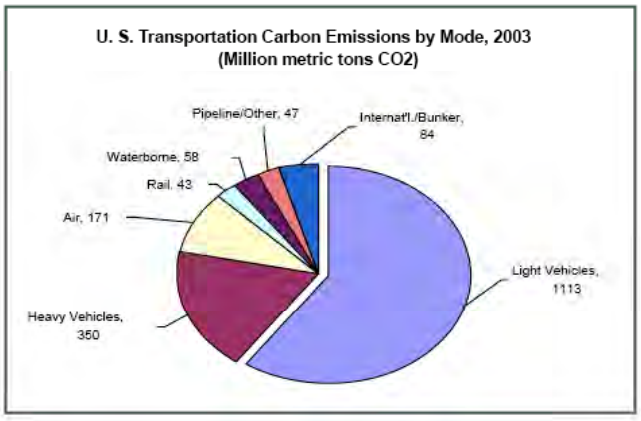
Roadmap to 2020: *Big Ideas*

1. Vehicle Fuels: Out: gasoline/diesel
   In: electricity, gas, biofuels
2. Cities: "Growth" inside existing UGB's
3. Electricity: Ramp down coal generation
4. Public Revenues: Charge for carbon emissions
5. New Buildings: Net Zero Emissions designs
6. Existing Buildings: Retrofit code applied at point-of-purchase
7. Industry: Sell Oregon-branded low carbon products
8. Consumption-Based Carbon Accounting

Greenhouse Gases by Sector over Time



Highway Vehicles Account for 82% of Transportation CO2 Emissions – and 23% of all U.S. CO2 **



****37% of all OR GHG**

OR Transportation GHG Emissions: Recent History

1990 - 2000

- OR Population +20%; GHG+15% (Pd GHG +4%)
- OR VMT +24% (Pd VMT +17%)
- OR VMT/capita +4%

2000 - 2007

- OR population +12%; GHG +6% (Pd emissions -2%)
- OR VMT -3% (Pd VMT -7%)
- OR VMT/capita -8% (Pd –14%; Metro -4%; national +5%)
- OR Freight GHG emissions +7% (mostly medium/heavy duty diesel trucks)

- *Metro pop +30% (1990-2004); UGB expanded by 12%;*
- *Pd Metro average commute 16% shorter than national average; saves drivers $2.5 B/year and 1.4 mm tons CO2*

Transportation/Land Use Tier One Recommendations

- Change funding strategies/increase funding
- Expand Urban, Intercity Transportation Options/
- Create compact neighborhoods with accessible services *within existing urban growth boundaries*
- Enable lower-carbon freight movement (Industrial zones and transport corridor design/operations)
- Embed climate change in transportation planning
- Demand reduction
- Manage/price parking
- Low Carbon Fuel Standards/Electric/Alt Fuels Vehicle market uptake, infrastructure

T + LU + GHG Planning Underway

- ODOT STIP recommends "GHG reduction be considered and discussed" in 2012-15 submissions (required thereafter)
- HB 2001 (2009): ODOT will develop Transportation *Least Cost Planning*
- SB 1059 (2010): MPO's begin GHG planning
- Metro: SB 1059 compliance + RTP

Least Cost Planning

- Used in utility planning since ±1980
- Costs/benefits compared across multiple attributes and goals
- Qualitative and quantitative evidence
- Internalized + externalized costs
- Risk and uncertainty explicitly recognized, and quantified if possible
- Question: applied at system level or project level?

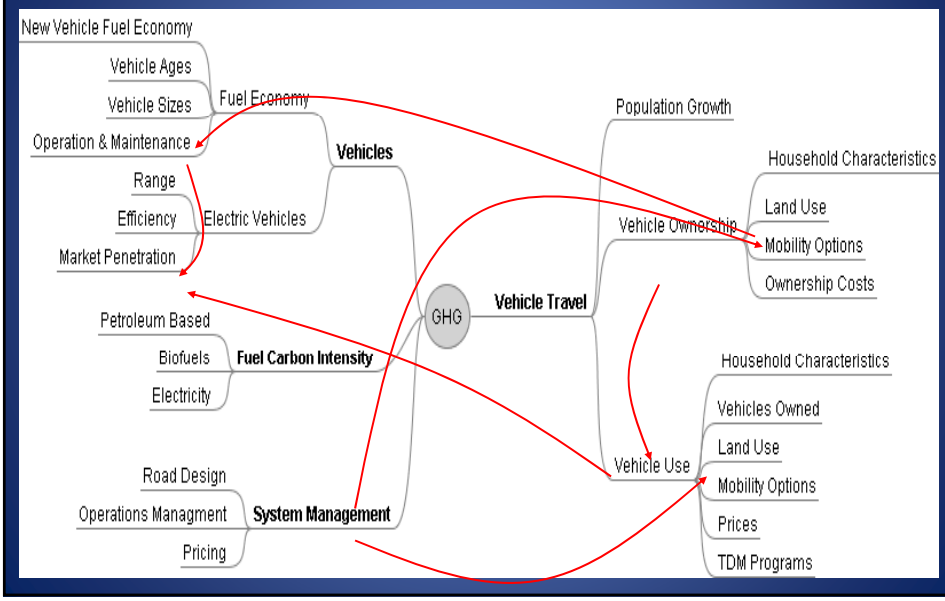
The GreenSTEP model

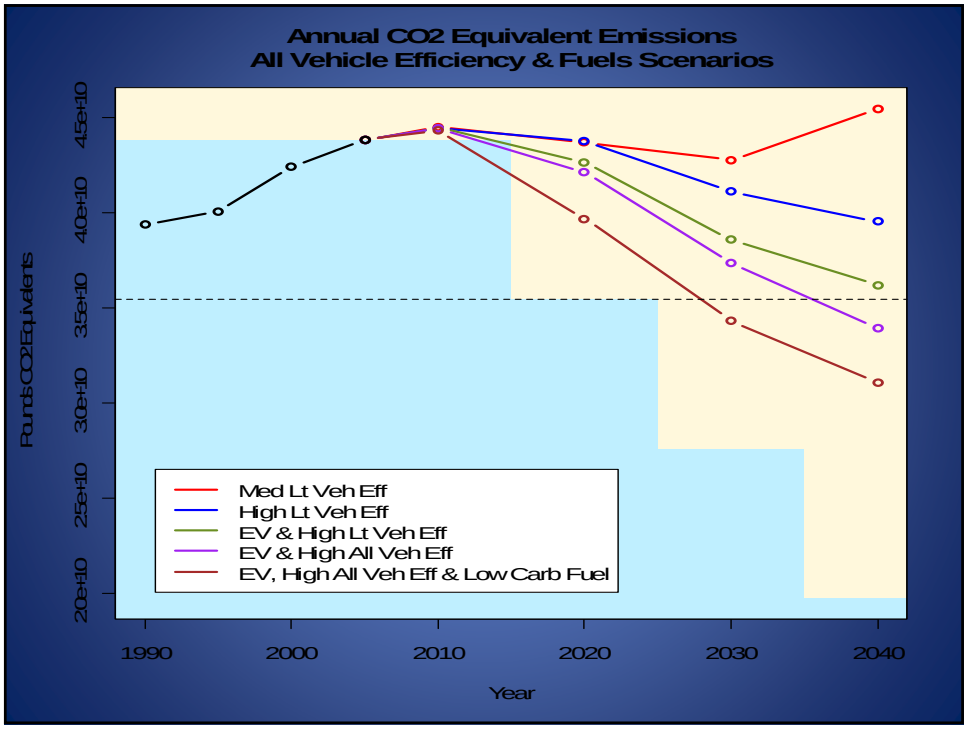
- GreenSTEP = Greenhouse gas State Transportation Emissions Planning model
- Work started (2008) at the request of the Oregon Global Warming Commission (OGWC) for a model to evaluate a broad range of GHG policies
- Integral to both SB 1059 and LCP processes

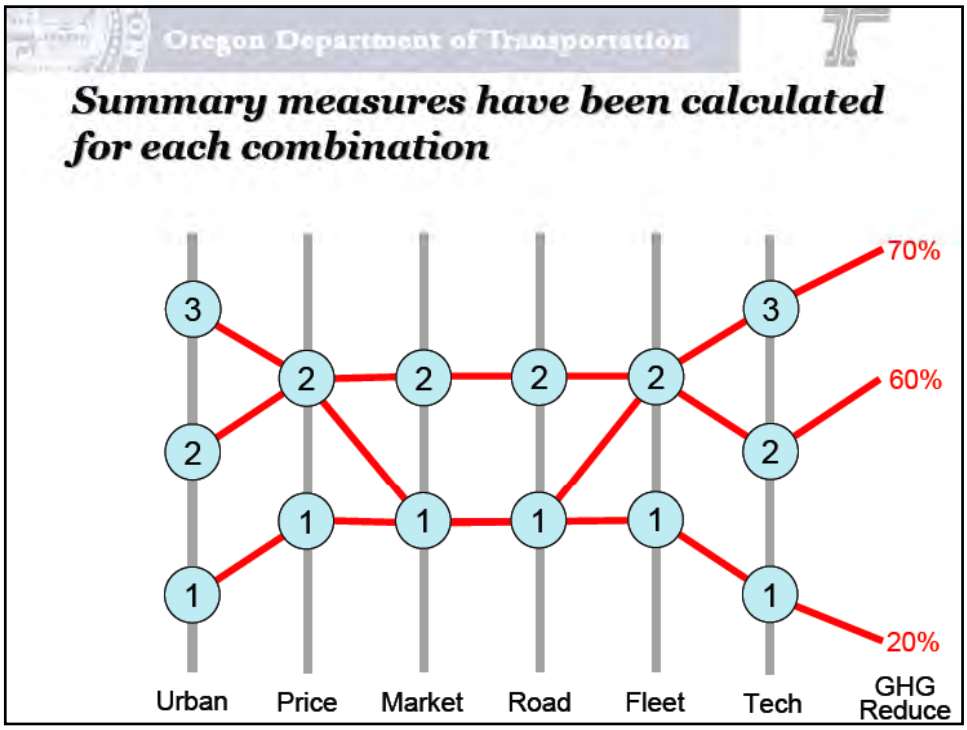
GreenSTEP addresses a large number of factors affecting GHG emissions

- Demographic and income changes
- Relative amounts of development occurring in urban and rural areas
- Metropolitan and other urban area densities
- Urban form (i.e. mixed-use)
- Amounts of metropolitan area public transit service
- Highway capacity
- Vehicle proportions: autos, light trucks, EVs, PHEVs
- Vehicle ages
- Vehicle fuel efficiency
- Pricing of fuel, carbon, VMT, parking
- Use of bicycle & other light-weight vehicles
- TDM and eco-driving
- Effects of congestion on fuel economy
- Lifecycle carbon content of fuels
- CO2 production from electrical power use for transportation

Factors are interconnected




Annual CO2 Equivalent Emissions
All Vehicle Efficiency & Fuels Scenarios
Pounds CO2 Equivalents
20e+10
25e+10
30e+10
35e+10
40e+10
45e+10
1990
2000
2010
2020
2030
2040
Year
Med Lt Veh Eff
High Lt Veh Eff
EV & High Lt Veh Eff
EV & High All Veh Eff
EV, High All Veh Eff & Low Carb Fuel


Oregon Department of Transportation
Summary measures have been calculated for each combination
3
2
1
2
2
2
2
1
1
1
1
3
2
1
70%
60%
20%
Urban
Price
Market
Road
Fleet
Tech
GHG Reduce

Oregon Department of Transportation

Results Highlight

- The technology levels have the greatest effect
  - Reducing more than 55% requires 2nd or 3rd level
- The urban and price levels have the next greatest effect
  - Interchangeability: higher urban & lower price similar to lower urban & higher price
- Marketing levels have significant effect
- Fleet level effect affected by technology scenarios
- Road levels have least effect

31

Energy/Utilities Tier One Recommendations

- Develop State Energy/Climate Policy & Benchmarks
- Energy Efficiency Codes, Standards, Incentive
- New Transmission
- OUS Research Priorities
- Gas Infrastructure
- Smart Grid/Resource Integration
- Ramp down coal

Industrial Emissions

- Sector-targeted efficiency, e.g. boilers served from pipeline gas contracts
- State assistance for finance, technology access; staff training; "best practices" sharing
- Leadership Initiative: "Top Twentieth" percentile in plant carbon/output – State brands, markets (like Oregon Country Beef)
- (see also Transportation/Land Use industrial siting and freight recommendations)

Materials/Waste Management

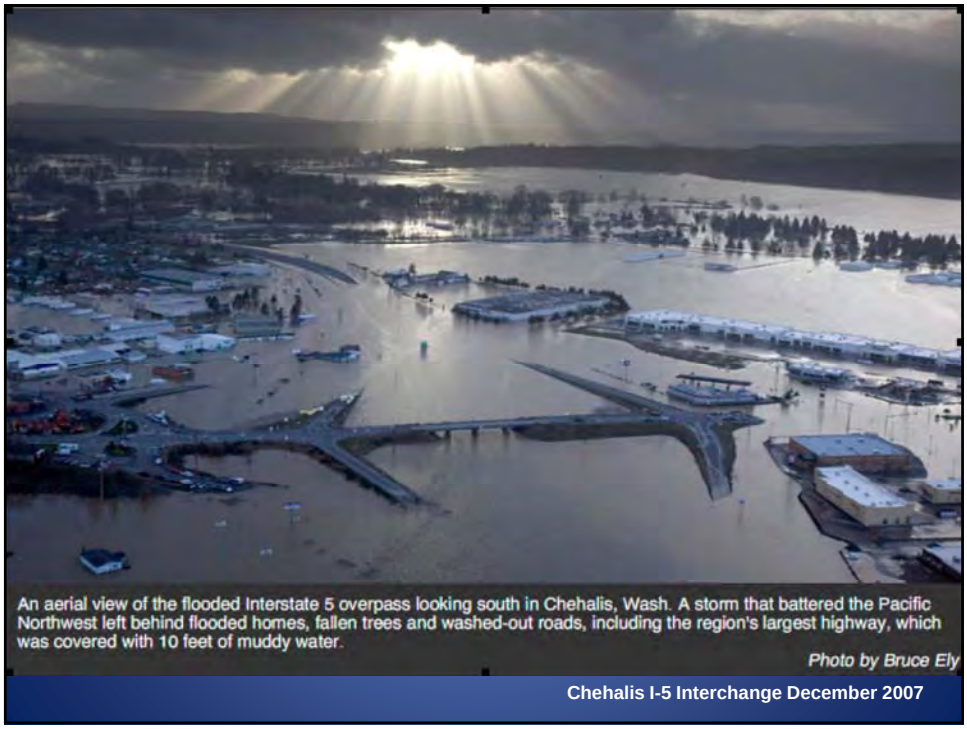
- Consumption-based GHG inventory
- Carbon footprinting; carbon content labeling; consumer information (e.g., food choices)
- Upstream "stewardship" responsibilities for manufacturers
- "Net zero" life cycle carbon footprint buildings
- Reduce food waste
- Research organic waste disposition for optimum carbon outcomes

Agriculture

- Increase nutrient use efficiency, information transfer to farmers
- Identify and incent tools for carbon sequestration in soils and permanent vegetation
- Develop, deploy manure-to-energy technologies
- Develop adaptation strategies to cope with expected water constraints

Forestry

- Develop forest carbon inventory/tracking tools
- Leave west-side (moist) forests alone to accumulate carbon
- Manage and reduce fuel loading in east-side (dry) forests (result: near-term carbon release)
- Rely upon private forest holdings for product
- No net conversion of forest to non-forest uses



An aerial view of the flooded Interstate 5 overpass looking south in Chehalis, Wash. A storm that battered the Pacific Northwest left behind flooded homes, fallen trees and washed-out roads, including the region's largest highway, which was covered with 10 feet of muddy water.

Photo by Bruce Ely

Chehalis I-5 Interchange December 2007

Oregon Adapting to Changing Climate

Very Likely	• Hotter; more extreme heat events • Reduced snowpack, shifting precipitation, runoff, water availability • Wildfire • Increased ocean temperature, acidity
Likely	• Increased coastal erosion • Redistribution of plant/animal species/habitat; wildlife at risk • Increased disease, invasive species
More Likely than not	• Wetland loss • Increased flooding frequency/magnitude • Increased landslide frequency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DRAFT

Exhibit D
Revised January 11, 2011

FY 2012 APPROPRIATION PRIORITIES

by proposed jurisdiction

Project Description	Funding Request ($millions)	Sponsor	Congressional District	Source of Federal Funds	Purpose
City of Portland					
NE Columbia Blvd./NE MLK Blvd. Intersection Improvement Project	$0.50	City of Portland	OR-3	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Construction
SE Foster Road Safety Enhancements	$1.30	City of Portland	OR-3	FHWA-Transportation, Community & Systems Preservation (TCSP) Program	Final Design/Construction
Multnomah County & Cities of Multnomah County					
Sellwood Bridge Replacement Project	$5.00	Multnomah County	OR-3,5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Final Design/ROW
US 30/Sandy Blvd Improvements: 185th - 201st Aves.	$1.97	City of Gresham	OR-3	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	PE/ROW/Construction
Clackamas County & Cities of Clackamas County					
SMART Fleet Services Facility	$1.00	SMART/City of Wilsonville	OR-5	FTA Section 5309 Bus & Bus Facilities	Design/Construction
Downtown Sidewalk and Pedestrian Improvements - Main St., 5th to 15th St.	$3.50	City of Oregon City	OR-5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Construction
Washington County & Cities of Washington County					
OR 217 Improvements	$3.00	Washington County	OR-1	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Construction
Fanno Creek Trail	$1.00	City of Tigard	OR-1	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Construction
TriMet					
Portland-Milwaukie Light Rail Project	$40.00	TriMet	OR-1,3,5	FTA - 5309 New Starts	Final Design/ROW
TriMet Bus Replacement	$1.60	TriMet	OR-1,3,5	FTA - Section 5309 Bus & Bus Facilities	Acquisition
Metro					
Southwest Transit Corridor (Barbur Blvd./99 W/I-5, Portland to Sherwood)	$2.50	Metro	OR-1,5	FTA - Section 5339 Alternatives Analysis	AA
Project Development of Regional Active Transportation Corridors	$2.00	Metro	OR-1,3,5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Planning/PE/ROW/Construction
ODOT					
I-5 Columbia River Crossing	$3.00	ODOT	OR-3/WA-3	FHWA - Interstate Maintenance Discretionary Program	ROW/PE
I-205 Multi-Use Path	$1.00	ODOT	OR-3,5	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Design/Construction
Port of Portland					
St. Johns Rail Line Relocation	$2.00	Port of Portland	OR-3	FRA - 9002 Rail Relocation & Improvement Program	Relocation
U.S. 26 - Helvetia/Brookwood Parkway Interchange Improvement Project	$2.00	Port of Portland/City of Hillsboro	OR-1	FHWA - Transportation, Community & Systems Preservation (TCSP) Program	Construction