

 **Metro** | *Agenda*

Meeting: Joint Policy Advisory Committee on Transportation (JPACT)
Date: Thursday, Sept. 8, 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 | |
| | * | • New Draft Highway Mobility Policy | Tom Kloster |
| | * | • JPACT Regional Funding Subcommittee Update | Carlotta Collette, Chair |
| 7:45 AM | 5. | CONSENT AGENDA | |
| | * | • Consideration of the JPACT Minutes for July 14, 2011 | |
| | * | • Resolution No. 11-4286 , For the Purpose of Amending the 2010-13 Metropolitan Transportation Improvement Program (MTIP) to Add Three Sidewalk Projects Awarded Transportation Enhancement Funds. | |
| | * | • Resolution No. 11-4287 , For the Purpose of Amending the 2010-13 Metropolitan Transportation Improvement Program (MTIP) to Add the I-5 Carmen Drive Ramp Operations Project. | |
| | 6. | <u>ACTION ITEMS</u> | |
| 7:50 AM | 6.1 | * Release of Draft Recommendation of Regional Flexible Fund Allocation for Public Comment – <u>APPROVAL REQUESTED</u>
Step 1: Region-wide Programs
Step 2: Projects | Ted Leybold
Dylan Rivera |
| | | • Active Transportation and Complete Streets | |
| | | • Green Economy and Freight Initiatives | |
| | | • Vehicle Electrification Recommendation | |
| | | <i>RFFA public comment period scheduled for Sept. 13 to Oct. 13.</i> | |
| 8:10 AM | 6.2 | * TIGER III Applications – <u>AGREEMENT ON RATING CRITERIA AND PROCESS</u> | Andy Cotugno |
| 8:35 AM | 6.3 | * Resolution No. 11-4290 , For the Purpose of Endorsing a Consortium Grant Application to the U.S. Department of Housing and Urban Development for a Sustainable Communities Regional Planning Grant – <u>APPROVAL REQUESTED</u> | Andy Cotugno |
| 9 AM | 7. | ADJOURN | Carlotta Collette, Chair |

* Material available electronically. 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

9/1/11

<p><u>September 8, 2011 – Regular Meeting</u></p> <ul style="list-style-type: none">• Release of Draft Recommendation of RFFA for Public Comment<ul style="list-style-type: none">○ Region-wide programs○ Active Transportation & Complete Streets○ Green Economy and Freight Initiatives○ Vehicle Electrification recommendation• TIP Amendments: State Enhancements project awards, Carmen Drive ramp project.• HUD Grant – Action• TIGER III Applications – Action	<p><u>October 13, 2011 – Regular Meeting</u></p> <ul style="list-style-type: none">• Oregon state legislative agenda – Discussion• Federal legislative agenda – Discussion• Climate Smart Communities Scenarios Evaluation Briefing – Information• TriMet’s Pedestrian Network Analysis – Information• ODOT TIP projects public comments summary• MTIP Amendment to Allocate TSMO Funds for Management <p>Sept. 13 to Oct. 13: 2014-15 Regional Flexible Fund Allocation Public Comment Period</p>
<p><u>November 10, 2011 – Regular Meeting</u></p> <ul style="list-style-type: none">• Climate Smart Communities Scenarios Findings and Recommendations to be Submitted to 2012 Legislature – Discussion• Portland Air Toxics Solutions (PATs) project – Information <p><u>Hold: Joint JPACT/MPAC Meeting</u> Climate Smart Communities Scenarios Results and Preliminary Recommendations</p>	<p><u>December 8, 2011 – Regular Meeting</u></p> <ul style="list-style-type: none">• Climate Smart Communities Scenarios Findings and Recommendations to be Submitted to 2012 Legislature - Action• Oregon state legislative agenda – Adoption• Federal legislative agenda – Adoption• 2014-15 Regional Flexible Fund Allocation – Action

Parking Lot:

- Regional Indicators briefing in mid 2011.
- 2012-15 MTIP/STIP Approval and Air Quality Conformity – Action (Feb. 2012)
- Portland to Lake Oswego Transit Project (Winter 2012)



Oregon

John A. Kitzhaber, M.D., Governor

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DATE: August 18, 2011

TO: TPR Rules Advisory Committee

FROM: Michael Rock, ODOT Staff

SUBJECT: Status Report on Draft Oregon Highway Plan (OHP) Policy 1F Revisions

Attached is a track changes version of draft revisions to OHP Policy 1F (Highway Mobility Standards), which has been the focus of ODOT's work implementing the recommendations of the Joint Subcommittee on the TPR and OHP and Senate Bill 795. This memo provides an overview of the project's progress and a summary of key policy elements that we plan to highlight at the August 29th TPR Rules Advisory Committee (RAC) Meeting. Please note that this document is still a work in progress and you may notice issues with formatting, structure and location of some text. However, the main policy elements have been fleshed out for further conversation. The draft policy is based on the "Draft Framework for OHP Policy Revisions" (Matrix) that was discussed at the June RAC Meeting.

Summary of Key Elements in Draft OHP Policy Revisions

- The OHP serves as the document establishing state highway planning targets and objectives that not only implement other OHP policies, but also considers the policy objectives in the multimodal Oregon Transportation Plan (OTP). *(Provides a Framework to Address Joint Subcommittee Recommendations)*
- Draft policy language being considered changes the term "mobility standards" to "mobility targets" as a way to enhance the conversation and mind set around flexibility of the mobility policies and balancing other state, regional and local objectives. *(Provides a Framework for Enhanced Flexibility in Policy)*
- Mobility targets are considered the start of the discussion rather than a required end result or solution during system and facility planning efforts. *(Provides a Framework for Enhanced Flexibility in Policy)*
- Policies incorporate OHP Policy Intent Statements previously initiated by the Department (and shared with the RAC) that provide less stringent requirements for plan amendments that have a small increase in traffic where a facility is already operating over mobility targets and that expand flexibility for determining mitigation requirements in some TPR applications. *(Addresses Joint Subcommittee Item B1 – Small Increase in Traffic)*
- Policy changes call for consideration of "planned development," consistent with the community's comprehensive plan, rather than "full development" assumptions. Coordination

with TPR work may be needed to address this issue further (*Addresses Joint Subcommittee Item B2 – Average Trip Generation*)

- Policies begin to streamline development of alternative mobility targets and require further streamlining efforts as a specific action item. ODOT is considering other streamlining concepts outside of policy revisions. (*Addresses Joint Subcommittee Item B3 – Streamlining Alternative Mobility Standard Development*)
- While the initial mobility targets remain volume to capacity ratio (v/c) based, policy revisions allow consideration of measures outside of v/c, encourage broader consideration of mobility across modes, and more clearly allow corridor or area mobility targets. This is in addition to options for changing v/c-based target levels and/or methodologies such as changing hour of the day measured or considering multiple hour measures. (*Addresses Joint Subcommittee Item B4 – Corridor and Area Mobility Standards and Item B5 – Policy Framework for Measures Outside of V/C*)
- OHP mobility targets continue to play a role in transportation system planning, plan amendment and development review analyses, and guiding operational decisions, although this role will evolve to consider mobility more broadly. Refined policies and new action statements clarify the roles and applicability of OHP mobility targets across different application areas. (*Carries Policy Direction Across Application Areas*)
- Policies enhance coordination and consistency between planning and design expectations and incorporate practical design principles. (*Carries Policy Direction Across Application Areas*)

Project Schedule and Outreach

Initial draft OHP policies will be revised through the beginning of September. The proposed policy amendments will be reviewed by the Oregon Transportation Commission (OTC) in September and ODOT plans to request the Commission release the policies for a formal public review and outreach period at that time. A public hearing before the OTC is likely in November. Ultimately the Department expects to request the Commission adopt the revised changes based on public input in December.

During the public review period, ODOT will make the draft policies available for broad public input. Some of the efforts will be focused on Area Commissions on Transportation and other OTC-appointed advisory committees with interest in this policy area. ODOT will also provide information to other key regional groups, local government interests and stakeholder advisory groups.

Comments and Project Contact Information

ODOT plans to provide a summary of this work at the August 29th RAC Meeting; although time constraints will keep us from discussing many of the items in great detail. Committee members who are interested in additional detail on the OHP work or who would like to provide detailed comments on the draft policy are encouraged to send information to me directly. Additional

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opportunities for comments and input will be available throughout the formal public review period this Fall.

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Project Website: <http://www.oregon.gov/ODOT/TD/TP/OHP2011.shtml>

**Policy 1F Proposed Revisions
August 16, 2011 DRAFT**

1999 OREGON HIGHWAY PLAN

HIGHWAY MOBILITY STANDARDS POLICY

Background

Several policies in the Highway Plan establish general mobility objectives and approaches for maintaining mobility.

- Policy 1A (State Highway Classification System) describes in general the functions and objectives for several categories of state highways. Greater mobility is expected on Interstate and Statewide Highways than on Regional and District Highways.
- Policy 1B (Land Use and Transportation) has an objective of coordinating land use and transportation decisions to maintain the mobility of the highway system. The policy identifies several land use types and describes in general the levels of mobility objectives appropriate for each.
- Policy 1C (State Highway Freight System) has an objective of maintaining efficient through movement on major truck Freight Routes. The policy identifies the highways that are Freight Routes.
- Policy 1G (Major Improvements) has the purpose of maintaining highway performance and improving highway safety by improving system efficiency and management before adding capacity.

Although each of these policies addresses mobility, none ~~specifically identifies~~ provide measures by which to what levels of describe and understand levels of mobility are acceptable and evaluate what is acceptable for facilities that make up the state highway system.

The Highway Mobility ~~Standards~~ Policy establishes standards for ~~identifies~~ how the State measures mobility and establishes performance targets that are reasonable and consistent with the directions of the Oregon Transportation Plan (OTP) and other Highway Plan policies. This policy carries out the directions of Policies 1A and 1C by establishing performance targets higher mobility standards for Interstate Highways, Freight Routes and other Statewide Highways that reflect the expectation that these facilities- maintain a level of mobility to safely and efficiently support statewide economic growth while balancing available financial resources. ~~than for Regional or District Highways~~ It carries

1 out Policy 1B by establishing-acknowledging that lower mobility standards for in Special
2 Transportation Areas (STAs) and more highly developed urban areas than in less
3 developed areas and rural areas is the expectation and assigns a performance target that
4 accepts a higher level of congestion in these situations. The targets set for The lowest
5 standards for mobility are for Regional and District Highways in STAs and highly
6 urbanized areas; allow for lower vehicular mobility to better balance other objectives,
7 including a multimodal system. In these areas Here- traffic congestion will be allowed
8 to regularly reach levels where peak hour traffic flow is highly unstable and traffic queues
9 will form greater traffic congestion will occur, on a regular basis. The levels of mobility
10 established for Statewide Highways in STAs will avoid high levels of traffic instability
11 (except where accidents or other incidents disrupt traffic). A larger cushion of reserve
12 capacity is established for In order to better support state and local economic activity,
13 targets for Freight Routes are set to provide for less congestion than would be acceptable
14 for other Statewide Highways to provide steady flow conditions, although traffic will
15 be slowed in STAs to accommodate pedestrians. (Interstate Highways and Expressways
16 are incompatible with slower traffic and higher level of vehicular congestion and
17 therefore, will not be incorporated into an STA designations will not be applied to these
18 highway classifications.) For these types of Interstate and Expressway facilities it will be
19 important to manage congestion to support regional and state economic activity.
20

21 The mobility standards performance targets are contained in Tables 6 and 7 and in
22 Actions 1F.1 and 1F.5. Tables 6 and 7 refer only to vehicle mobility on the state highway
23 system. At the same time, it is recognized that other transportation modes and regional
24 and local planning objectives need to be considered and balanced when evaluating the
25 performance, operation and improvements to the state highway system. Implementation
26 of the Highway Mobility Policy will require state, regional and local agencies to assess
27 performance targets and balance resulting actions within the context of multiple technical
28 and policy objectives.- While the mobility targets are important tools for assessing the
29 transportation condition of the system, mobility is only one of a number of factors that
30 will be considered when developing transportation solutions.
31

32 The policy identifies three uses for the highway mobility standards performance targets
33 are used in three distinct ways:
34

- 35 • Transportation System Planning: Mobility performance targets identifying
36 state highway mobility performance expectations and provide the principal
37 measure by which the existing and future performance of the (vehicular)
38 transportation system can be evaluated. for planning and pPlan development
39 may necessitate adopting methodologies and targets that deviate from adopted
40 state targets in order to reflect regional and local performance expectations.
41
- 42 • Plan Amendments and Development Review: Mobility performance targets
43 are used to Rreview of amendments to comprehensive plans and land use
44 regulations pursuant to the Transportation Planning Rule to assess if the
45 proposed changes are consistent :maintaining consistency between with the

1 | desired ~~highway performance and the type of land use development; and of~~
2 | significantly affected state highway facilities.

- 4 | • Operations: -Mobility performance targets assist in Mmaking traffic
5 | operations decisions such as managing access and traffic control systems to
6 | maintain acceptable highway performance.

8 | ~~The Highway Mobility Standards Policy applies primarily to transportation and land use~~
9 | ~~planning decisions. By defining acceptable levels of highway system mobility, the policy~~
10 | ~~provides direction for identifying highway system deficiencies. The policy does not,~~
11 | ~~however, determine what actions should be taken to address the deficiencies. Mobility~~
12 | ~~The highway mobility standards in the policy is measured using a (volume to capacity~~
13 | ~~ratio or v/c.) This policy also provides opportunities to seek OTC approval for~~
14 | ~~alternative performance targets that are not v/c--based.~~

16 | It is also important to note that regardless of the performance measure, v/c or other, the
17 | Highway Mobility Policy recognizes the importance of considering the performance of
18 | other modes of travel. While the policy does not prescribe targets of performance for
19 | other modes of travel it does allow and encourage ODOT and local jurisdictions to
20 | consider mobility broadly – through multimodal measures or within the context of
21 | regional or local land use objectives. Providing for better multi-modal operations is a
22 | legitimate justification for developing alternatives to OHP mobility performance targets.
23 | ~~are neutral regarding whether solutions to mobility deficiencies should be addressed by~~
24 | ~~actions that reduce highway volumes or increase highway capacities. The Major~~
25 | ~~Improvements Policy establishes priorities for actions to address deficiencies.~~

27 | ~~The Highway Mobility Standards Policy will primarily affect land use decisions through~~
28 | ~~the requirements of the Transportation Planning Rule (TPR). The TPR requires that~~
29 | ~~regional and local transportation system plans be consistent with plans adopted by the~~
30 | ~~OTC Transportation Commission. The TPR also requires that local governments ensure~~
31 | ~~that comprehensive plan amendments, and zone changes zone changes and amendments~~
32 | ~~to land use regulations which that significantly affect a transportation facility be are~~
33 | ~~consistent with the adopted identified function, capacity and performance measures of for~~
34 | ~~the affected state facility. The Highway Mobility Standards Policy establishes ODOT's~~
35 | ~~mobility performance measures targets for state highways as the standards for~~
36 | ~~determining compliance with the TPR (OAR 660-012-0060).~~

38 | ~~Policy 1F does not apply to highway design. Separate design standards are contained in~~
39 | ~~ODOT's Highway Design Manual (HDM). While HDM design standards and OHP~~
40 | ~~mobility targets in Policy 1F are not the same, ODOT's intention is to continue to balance~~
41 | ~~statewide mobility and economic objectives with community mobility, livability and~~
42 | ~~economic development objectives through coordination between planning and design.~~
43 | ~~Where the OTC adopts alternative mobility targets in accordance with this policy, they~~
44 | ~~are establishing an agreement with the local jurisdiction to manage, maintain and develop~~
45 | ~~the state system to the expected and planned levels of performance, consistent with the~~
46 | ~~jurisdiction's underlying planning objectives (as set out in local comprehensive plan~~

1 | ~~policy and land use regulations). Mobility performance standards for highway design are~~
2 | ~~generally equal to or higher than the standards contained in this policy to provide an~~
3 | ~~adequate operating life for highway improvements. In some circumstances, highway~~
4 | ~~improvements may be designed to meet the highway mobility standards in this policy~~
5 | ~~where necessary to avoid adverse environmental, land use or other effects.~~

6 |
7 | ODOT's intention is that the highway mobility standards performance targets be used to
8 | identify system constraints not be exceeded over the course of a reasonable planning
9 | horizon. The planning horizon shall be:

- 10 |
- 11 | • At least 20 years for the development of state, regional and local transportation
12 | plans, including ODOT's corridor plans; and
- 13 |
- 14 | • The greater of 15 years or the planning horizon of the applicable local and
15 | regional transportation system plans for amendments to transportation plans,
16 | comprehensive plans or land use regulations.
- 17 |

18 | ~~In the 1991 Highway Plan, levels of service were defined by a letter grade from A-F, with~~
19 | ~~each grade representing a range of volume to capacity ratios. A level of service of A~~
20 | ~~represented virtually free flow traffic with few or no interruptions while level of service~~
21 | ~~F indicated bumper-to-bumper, stop-and-go traffic. However, each letter grade actually~~
22 | ~~represented a range of traffic conditions, which made the policy difficult to implement.~~
23 | ~~This Highway Plan maintains a similar concept for measuring highway performance, but~~
24 | ~~represents levels of service by specific volume to capacity ratios to improve clarity and~~
25 | ~~ease of implementation.~~

26 |

27 | ~~A volume to capacity ratio (v/c) is the peak hour traffic volume (vehicles/hour) on a~~
28 | ~~highway section divided by the maximum volume that the highway section can handle.~~
29 | ~~For example, when v/c equals 0.85, peak hour traffic uses 85 percent of a highway's~~
30 | ~~capacity; 15 percent of the capacity is not used. If the traffic volume entering a highway~~
31 | ~~section exceeds the section's capacity, traffic queues will form and lengthen for as long~~
32 | ~~as there is excessive demand. When v/c is less than but close to 1.0 (e.g., 0.95), traffic~~
33 | ~~flow becomes very unstable. Small disruptions can cause traffic flow to break down and~~
34 | ~~long traffic queues to form. This is a particular concern for freeways because the capacity~~
35 | ~~of a freeway under stop-and-go traffic conditions is lower than the capacity when traffic~~
36 | ~~is flowing smoothly.~~

37 |

38 | ODOT measures vehicular highway mobility performance through v/c ratios. The v/c
39 | ratio was selected after an extensive analysis of highway performance measures prior to
40 | adoption of the 1999 Highway Plan. The review included the effectiveness of the
41 | measure to achieving other highway plan policies (particularly OHP Policy 1B, Land Use
42 | and Transportation), implications for growth patterns, how specifically should ODOT
43 | policy consider land use, flexibility for modifying targets, and the effects of Portland
44 | metro area standards on the major state highways in the region. V/C based standards were
45 | chosen for reasons of application consistency and flexibility, manageable data
46 | requirements, forecasting accuracy, and the ability to aggregate into area-wide standards

1 | that are fairly easy to understand and specify. In addition, since the measure is
2 | responsive to changes in demand as well as in capacity, it reflects the results of demand
3 | management, land use, and multimodal policies. However, it is recognized that there are
4 | limitations in applying v/c, especially in highly congested conditions and in a multimodal
5 | environment. OHP policies will allow options for other measures to be considered.

6 |
7 | ~~The Department and Transportation Commission are concerned that m~~Mobility
8 | ~~performance targets standards are the measure by which the state assesses the~~
9 | ~~functionality of a facility and are used to plan for system improvements. These~~
10 | ~~performance targets are shown in Table 6 and vary, depending on the category of~~
11 | ~~highway, the location of the facility – within a STA, MPO, UGB, unincorporated~~
12 | ~~community, or rural lands – and the posted speed of the facility. Table 6 also reflects~~
13 | ~~Policy 1B (Land Use and Transportation) and the State’s commitment to support~~
14 | ~~increased density and development activities in urban areas. Through the adoption of~~
15 | ~~higher v/c ratios or other alternative targets the State acknowledges that it is appropriate~~
16 | ~~and anticipated that certain areas will have more traffic congestion because of the land~~
17 | ~~use pattern that a region or local jurisdiction has committed to through adopted local~~
18 | ~~policy. may have the unintended effect of discouraging development in downtowns and~~
19 | ~~encouraging development in urban fringe areas. This may occur where highways in~~
20 | ~~downtowns and central business districts are near capacity. Plan amendments to allow~~
21 | ~~more development in such areas are generally discouraged because there is inadequate~~
22 | ~~highway capacity to support more intense use. By contrast, highway facilities in~~
23 | ~~urbanizable areas may have excess capacity that allow land use plan amendments that~~
24 | ~~increase development. The plan attempts to offset this unintended effect by varying the~~
25 | ~~mobility standards by type of area, as shown by Table 6.~~

26 |
27 | ~~Furthermore, the policy in Action 1F.3 allows alternate standards to be adopted in~~
28 | ~~metropolitan areas, Special Transportation Areas (STAs) and constrained areas.~~

29 |
30 | ~~Alternate Standards~~Separate performance targets for the Portland metropolitan area have
31 | been included in the policy (Table 7). These ~~targets standards~~ have been adopted with an
32 | understanding of the unique context and policy choices that have been made by local
33 | governments in that area including:

- 34 |
- 35 | • A legally enforceable regional plan prescribing minimum densities, mixed use
36 | development and multi-modal transportation options;
- 37 |
- 38 | • Primary reliance on high capacity transit to provide additional capacity in the
39 | radial freeway corridors serving the central city;
- 40 |
- 41 | • Implementation of an Advanced Traffic Management System including freeway
42 | ramp meters, real time traffic monitoring and incident response to maintain
43 | adequate traffic flow; and
- 44 |
- 45 | • An air quality attainment/maintenance plan that relies heavily on reducing auto
46 | trips through land use changes and increases in transit service.

1 | ~~The alternative Portland Metro standards targets are granted to have been adopted~~
2 | ~~specifically for the Portland metropolitan area with a mutual understanding that reduced~~
3 | ~~these mobility standards targets will result in better reflect the congestion that already~~
4 | ~~exists within the constraints of the metro area's transportation system and which will not~~
5 | ~~be reduced/alleviated by state highway improvements. The standards targets contained in~~
6 | ~~Table 7 are meant to be an for interim standard use only.;~~ †The OTC expects the Portland
7 | ~~Metro area to work with ODOT to develop and propose an A alternative standard targets~~
8 | ~~that best reflect the multiple transportation, land use and economic objectives of the~~
9 | ~~region and seek OTC adoption within the next few years. s may also be approved for~~
10 | ~~other metropolitan areas or portions thereof to support integrated land use and~~
11 | ~~transportation plans for promoting compact development.~~

12 |
13 | The performance targets included in the Highway Mobility Policy must be used for the
14 | initial deficiency analysis of state highways. However, where it can be shown that it is
15 | infeasible or impractical to provide an adequate road network to serve planned
16 | development, local governments may work with ODOT to consider and evaluate
17 | alternatives to the performance targets in Tables 6 and 7. Any variance from the targets in
18 | Tables 6 and 7 will require OTC adoption. the tsIncreasingly, urban and urbanizing areas
19 | are facing traffic and land use pressures due to population growth, aging infrastructure,
20 | and reduced revenues for roadway and related infrastructure projects. With significant
21 | capacity investments becoming less frequent, system management solutions and
22 | enhancement of alternative modes of travel, rather than major improvements, will be
23 | relied upon to minimize congestion issues. Developing performance targets that are
24 | tailored to specific facility needs, consistent with local expectations, values and land use
25 | context will need to be part of the "solution" for some highway locations. Furthermore,
26 | certain urban areas may need area-specific targets to better balance local policies
27 | pertaining to land use and economic development. Examples where local conditions may
28 | not match state performance targets include metropolitan areas, STAs, areas with high
29 | seasonal traffic, and areas constrained by the existing built or natural environment.

30 |
31 | Alternatives to~~Although non-metropolitan areas do not face the same magnitude of traffic~~
32 | ~~and land use pressures as do metropolitan areas, they may include Special Transportation~~
33 | ~~Areas or may face environmental or land use constraints that make it infeasible to provide~~
34 | ~~an adequate road network to serve planned development. For example, in a number of~~
35 | ~~coastal cities, highway and other road improvements are severely limited by the presence~~
36 | ~~of unstable terrain and the coast, sensitive wetlands and endangered plants and animals.~~
37 | ~~In these places it may not be feasible to improve the transportation system to the degree~~
38 | ~~necessary to accommodate the reasonable use of properties in accordance with~~
39 | ~~acknowledged comprehensive plans. In such circumstances, the standards in Table 6~~
40 | ~~might also preclude comprehensive plan changes that carry out the Land Use and~~
41 | ~~Transportation Policy (1B) such as compact development in a Special Transportation~~
42 | ~~Area. Therefore,† the performance targets and methodologies in the tables, must be~~
43 | ~~adopted through an amendment to the OHP. The Oregon Transportation Commission~~
44 | ~~(OTC) must may adopt alternate the new standard targets supported by findings that~~
45 | ~~explain and justify the supporting methodology, to accommodate development where~~
46 | ~~practical difficulties make conformance with the highway mobility standards infeasible.~~

1
2 | Local governments may adopt higher operating standards if desired, but the standards in
3 | Tables 6 and 7 must be used for deficiency analyses of state highways.

4
5 | The policy also anticipates that there will be instances where the standards are exceeded
6 | and the deficiencies are correctable but the necessary transportation improvements are
7 | not planned. This may be due to environmental or land use constraints or to a lack of
8 | adequate funding. In these circumstances, the Department of Transportation's objective is
9 | to improve highway performance as much as possible and to avoid further degradation of
10 | performance where improvements are not possible. Action 1F.5 gives examples of
11 | actions that may be undertaken to improve performance.

12
13 | Policy 1F is not the only transportation policy that influences how the state assesses the
14 | adequacy of a highway facility and vehicle mobility is not the only objective. Facilitating
15 | economic development, enhancing livability for Oregon's communities, and encouraging
16 | multiple modes are also important policy areas that guide state transportation investment
17 | and planning. Policy 1B recognizes that the state will coordinate land use and
18 | transportation decisions to efficiently use public infrastructure investments to enhance
19 | economic competitiveness. Economic viability considerations help define when to make
20 | major transportation investments (Policy 1G). Goal 4, Travel Alternatives, articulates the
21 | state's goal to maintain a well-coordinated and integrated multimodal system that
22 | accommodates efficient inter-modal connections for people and promotes appropriate
23 | multi-modal choices. Making decisions about the appropriate level of mobility for any
24 | given part of the statewide highway system must be balanced by these, and other relevant
25 | OTP and OHP policies.

26
27 | **Policy 1F: Highway Mobility Standards**Policy

28
29 | *It is the policy of the State of Oregon ~~to use highway mobility standards to maintain~~*
30 | *acceptable and reliable levels of mobility on the state highway system, consistent with the*
31 | *expectations for each facility type, location and functional objectives. Highway mobility*
32 | *performance targets will be the initial tool to identify deficiencies and consider solutions*
33 | *for vehicular mobility on the state system. Specifically, These standards performance*
34 | *targets shall be used for:*

- 35
36 | • *Identifying state highway mobility performance expectations for*
37 | *planning and plan implementation;*
38
39 | • *Evaluating the impacts on state highways of amendments to*
40 | *transportation plans, acknowledged comprehensive plans and land*
41 | *use regulations pursuant to the Transportation Planning Rule (OAR*
42 | *660-12-0060); and*
43
44 | • *Guiding operational decisions such as managing access and traffic*
45 | *control systems to maintain acceptable highway performance.*
46

1 Where it is not feasible or practical to meet the performance targets, “acceptable and
2 reliable” levels of mobility for a specific facility, corridor or area will be determined
3 through an efficient, collaborative process between the ODOT and the local
4 jurisdiction(s) with land use authority.. The resulting targets will reflect the balance
5 between relevant objectives related to land use, economic development, social equity, and
6 mobility and safety for all modes of transportation. Alternative mobility targets for the
7 specific facility shall be adopted by the OTC as part of the OHP.

8
9 Development of alternative mobility targets and exemptions to traffic mobility
10 considerations under the OHP and TPR should be considered with a mutual
11 understanding between ODOT and local governments that state highway improvements
12 will not alleviate traffic mobility issues in the area.

13
14 **Action 1F.1**

15 Mobility performance targets are the measure by which the state assesses the existing or
16 forecasted functionality of a facility and, as such, are a key component ODOT uses to
17 plan for system improvements. These performance targets are shown in Table 6 and
18 Table 7. For purposes of assessing state highway performance:

- 19
20
- 21 • ~~Apply~~ Use the highway mobility standards targets below and in Table 6 to when
22 initially assessing the functionality of all state highway sections located outside of
23 the Portland metropolitan area urban growth boundary. ~~and~~
24
 - 25 • ~~Use the standards~~ highway mobility targets below and in Table 7 to when initially
26 assessing the functionality of all state highway sections located within the
27 Portland metropolitan area urban growth boundary.
28
 - 29 • ~~On~~ For portions of highways segments where there are no intersections, achieving
30 the volume to capacity ratios in Tables 6 and 7 shall not be exceeded for either
31 direction of travel on the highway demonstrates that state mobility objectives are
32 being met.
33
 - 34 • ~~At~~ For unsignalized intersections and road approaches, achieving the volume to
35 capacity ratios in Tables 6 and 7 shall not be exceeded for either of the state
36 highway approaches that are not stopped indicates that state mobility expectations
37 are being met. In order to maintain safe operation of the intersection and all of its
38 approaches, A non-state highway approaches at which traffic must stop, or
39 otherwise yield the right of way, shall be operated are expected to meet or not to
40 exceed to maintain safe operation of the intersection and all of its approaches and
41 shall not exceed the volume to capacity ratios for District/Local Interest Roads in
42 Table 6 and Table 7 within urban growth boundaries or a v/c of 0.80 outside of
43 urban growth boundaries.
44

45 At signalized intersections other than crossroads of freeway ramps ramp terminals
46 (see below), the total volume to capacity ratio for the intersection considering all

1 | ~~critical movements~~ the overall intersection v/c ratio shall not exceed the volume
2 | to capacity ratios in Tables 6 and 7. Where ~~two state highways of different~~
3 | ~~classifications intersect~~ Tables 6 and 7 v/c ratios differ by legs of the intersection,
4 | the ~~lower~~ more restrictive of the volume to capacity ratios in the tables shall
5 | apply. Where a state highway intersects with a local road or street, the volume to
6 | capacity ratio for the state highway shall apply.
7 |

- 8 | • Although an freeway-interchange serves both the freeway-mainline and the
9 | crossroad to which it connects, it is important that the interchange be managed to
10 | maintain safe and efficient operation of the freeway-mainline through the
11 | interchange area. The main ~~problem~~ objective is to avoid ~~is~~ the formation of
12 | traffic queues on freeway-off-ramps which back up into the portions of the ramps
13 | needed for safe deceleration from freeway-mainline speeds or onto the mainline
14 | itself. This is a significant traffic safety concern. The primary cause of traffic
15 | queuing at freeway-off-ramps is inadequate capacity at the intersections of the
16 | freeway-ramps with the crossroad. These intersections are referred to as ramp
17 | terminals. In many instances where ramp terminals connect with another state
18 | highway, the volume to capacity ~~standard~~ performance target for the connecting
19 | highway will generally ~~be adequate~~ signify that ~~to avoid~~ traffic backups onto the
20 | freeway-mainline can be avoided. However, in some instances where the
21 | crossroad is another state highway or a local road, the ~~standards~~ performance
22 | target will not be ~~sufficient to avoid this~~ a good indicator of possible future
23 | queuing problems. Therefore, the better indication is a maximum volume to
24 | capacity ratio for the ramp terminals of interchange ramps ~~shall be~~ that is the
25 | ~~smaller of the values of the~~ more restrictive volume to capacity ratio for the
26 | crossroad, or 0.85.
27 |

28 | At an interchange within an urban metropolitan area where a majority of the
29 | interchange access management area (Policy 3C) of the interchange is developed,
30 | the performance indicator ~~used~~ maximum volume to capacity ratio may be
31 | increased to as much as 0.90 v/c, but no higher than the standard for the
32 | crossroad, if:
33 |

- 34 | 1. It can be determined, with a probability equal to or greater than 95
35 | percent, that vehicle queues would not extend onto the mainline or into the
36 | portion of the ramp needed to accommodate deceleration from freeway
37 | mainline speed; and
38 |
- 39 | 2. An adopted Interchange Area Management Plan (IAMP) is present, or as
40 | part of an IAMP adoption process, which must be approved by the OTC.
41 | ~~The interchange access management area is retrofitted to comply, as much~~
42 | ~~as possible, with the standards contained in Policy 3C of this plan.~~
43 |

44 | For the purposes of this policy, the portion of the freeway-ramp needed to accommodate
45 | deceleration shall be the distance, along the centerline of the ramp, needed to bring a

1 | vehicle to a full stop from the posted ~~freeway mainline~~ speed at a deceleration rate of 6.5
2 | feet/second² (two meters/second²).

- 3 |
- 4 | • Because the ~~freeway ramps~~ serve as an area where vehicles accelerate or
5 | decelerate to or from ~~freeway mainline~~ speeds, the ~~maximum volume to capacity~~
6 | ~~ratio performance target~~ for the interchange ramps exclusive of the crossroad
7 | terminals ~~shall be the standard~~ is the same as that for the ~~freeway mainline~~, with
8 | ~~the following exception~~. For Metered freeway-on-ramps, where entering traffic is
9 | ~~metered-managed~~ to maintain efficient operation of the ~~freeway mainline~~ through
10 | the interchange area, may allow for greater ~~the maximum~~ volume to capacity
11 | ratios ~~maybe higher~~.
- 12 |
- 13 | • ~~The Director of the Department of Transportation or his/her delegate shall have~~
14 | ~~the authority to adopt methods for calculating and applying the volume to~~
15 | ~~capacity ratio standards in this policy or any alternative standards adopted~~
16 | ~~pursuant to this policy~~.
- 17 |

18 |

19 | **Action 1F.2**

20 |

- 21 | • Apply the highway mobility standards performance targets over a at least a 20-
22 | year planning horizon when developing state, regional or local transportation
23 | system plans, including ODOT's corridor plans.
- 24 |
- 25 | • When evaluating highway mobility for amendments to transportation system
26 | plans, acknowledged comprehensive plans and land use regulations, use the
27 | planning horizons in adopted local and regional transportation system plans or a
28 | planning horizon of 15 years from the proposed date of amendment adoption,
29 | whichever is greater. To determine the effect that an amendment to an
30 | transportation system plan, acknowledged comprehensive plan or land use
31 | regulation has on a state facility, the capacity analysis shall include the forecasted
32 | growth of traffic on the state highway due to regional and intercity travel and to
33 | full reasonable levels of planned development⁺⁺ according to the applicable
34 | acknowledged comprehensive plan over the planning period. Planned
35 | development, for the purposes of this policy, means the amount of population and
36 | employment growth and associated travel anticipated by the community's
37 | acknowledged comprehensive plan over the planning period. The OTC
38 | encourages communities to consider and adopt land use plan amendments that
39 | would reallocate expected population and employment growth to designated
40 | community centers to reduce reliance on state highways.
- 41 |

42 | ⁺⁺Full development, for the purposes of this policy, means the amount of population and employment
43 | growth and associated travel anticipated by the community's acknowledged comprehensive plan
44 | over the planning period. The Transportation Commission encourages communities to consider
45 | and adopt land use plan amendments that would reallocate expected population and employment
46 | growth to designated community centers to reduce reliance on state highways.

1
2
3 **Action IF.3**
4

5 Where it is infeasible or not practical to meet the existing performance targets through the
6 development of transportation system plans or ODOT facility plans, it would be
7 infeasible to meet the standards in this policy, ODOT and local jurisdictions may explore
8 different target levels, methodologies and measures for assessing mobility and consider
9 adopting alternate highway mobility standards targets for the facility. While v/c remains
10 the initial methodology to measure system performance, measures other than those based
11 on v/c may only be developed through a multi-modal transportation system planning
12 process that seeks to optimize the overall transportation system efficiency and balance
13 multiple objectives within the area being addressed.

14
15 Examples of where state performance targets may not match local expectations for a
16 specific facility or may not reflect the surrounding land use, environmental or financial
17 conditions include:

- 18
19 • Metropolitan areas or portions¹² thereof where mobility expectations cannot be
20 achieved and where they are in conflict with to support an adopted integrated land
21 use and transportation plan for promoting compact development, reducing the use
22 of automobiles and increasing the use of other modes of transportation, promoting
23 efficient use of transportation infrastructure, and improving air quality and
24 supporting greenhouse gas objectives;
25
26 • When financial considerations or limitations preclude the opportunity to provide a
27 planned system improvement within the planning horizon;
28
29 • When other locally adopted policies must be balanced with vehicular mobility and
30 it can be shown that these policies are consistent with the goals and objectives of
31 the OTP and OHP policy.
32
33
34
35
36

37 ¹²This policy does not prescribe minimum or maximum sizes for portions of metropolitan areas that
38 would qualify for alternative standards. Nevertheless, the area must be of the size necessary to
39 support compact development, reduce the use of automobiles and increase the use of other modes
40 of transportation, promote efficient use of transportation infrastructure, and improve air quality.
41
42
43

1 |
2 | • _____ Special Transportation Areas (STAs); and
3 |

4 | • Areas where severe environmental or land use constraints¹³ make infeasible or
5 | impractical the transportation improvements necessary to accommodate planned
6 | land uses (~~reasonable use of properties in accordance with acknowledged~~
7 | ~~comprehensive plans~~) or to accommodate comprehensive plan changes that carry
8 | out the Land Use and Transportation Policy (1B).
9 |

10 |
11 | ~~• _____ The alternative~~ Any proposed ~~standards~~ standard that deviates from the mobility
12 | performance targets shall be clear and objective and shall provide clear standardized
13 | procedures to ensure consistent application of the selected measure. ~~be related to v/e~~
14 | ~~(e.g., corridor average v/c, network average v/c, and the ratio of average daily traffic and~~
15 | ~~hourly capacity (adt/c)).~~ The ~~standards~~ alternative performance target(s) shall be adopted
16 | by the OTC as an amendment to the OHP. It is also expected that the participating local
17 | jurisdiction will acknowledge the target for the state highway facility as part of a regional
18 | and/or local transportation system plan. ~~Findings shall demonstrate why the particular~~
19 | target is necessary, including the finding that it is infeasible or impractical to meet the
20 | highway mobility performance targets in this policy. If alternative targets cannot be
21 | established through the system planning process prior to adoption, they should be
22 | identified as necessary and committed to as a future work item with an associated
23 | timeframe for adoption. ~~The plan shall demonstrate that it would be infeasible to meet~~
24 | ~~the highway mobility standards in this policy.~~ In addition
25 |

26 |
27 | ¹³ Examples of severe environmental and land use constraints include endangered species, sensitive
28 | wetlands, areas with severe or unstable slopes, river or bay crossings, and historic districts. See Chapter 3
29 | of the 2007 Oregon Highway Plan Mobility Standards Guidelines for more examples.

1
2 Modifications to the performance targets could include changing the hour measured from
3 the 30th highest hour, using multiple hour measures, or considering weekday or seasonal
4 adjustments. Development of corridor or area mobility standards is also allowed.
5 ODOT's policy is to utilize a v/c based standard and methodology as the initial option, as
6 this will simplify implementation issues throughout the state. Where v/c based
7 approaches may not meet all needs and objectives, alternative targets may also be
8 pursued.

9
10 In support of the alternate target, the plan shall include all-feasible actions for:

- 11
- 12 • Providing a network of local streets, collectors and arterials to relieve traffic
13 demand on state highways and to provide convenient pedestrian and bicycle
14 ways;
- 15
- 16 • Managing access and traffic operations to minimize traffic accidents, avoid
17 traffic backups on ~~freeway~~-ramps, accommodate freight vehicles and make the
18 most efficient use of existing and planned highway capacity;
- 19
- 20 • Managing traffic demand and incorporating transportation system management
21 tools and information, where feasible, to manage peak hour traffic loads on state
22 highways;
- 23
- 24 • Providing and enhancing multiple alternative ~~alternative~~-modes of transportation; and
- 25
- 26 • Managing land use to limit vehicular demand on state highways consistent with
27 the Land Use and Transportation Policy (1B).
- 28

29 The plan shall include a financially feasible implementation program and shall
30 demonstrate that the proposed target(s) are consistent with and support locally adopted
31 land use, economic development, and multimodal transportation policy and objectives.
32 In addition, the plan shall demonstrate strong public and private commitment to carry out
33 the identified improvements and other actions.

34

35 Outside of metropolitan areas, proposed highway mobility targets require adoption by the
36 OTC before they are effective. In metropolitan areas, the alternate~~proposed~~ highway
37 mobility standards ~~targets need concurrence by the MPO and adoption by the OTC.~~
38 approval and adoption will become effective only after the standards have been approved
39 by both the metropolitan planning organization and adopted by the Transportation
40 Commission~~OTC~~.

41

42 ~~Outside of metropolitan areas, the alternate highway mobility will become effective only~~
43 ~~after the Transportation Commission has adopted them in a corridor plan or in a portion~~
44 ~~of a corridor plan.~~

1 | ODOT understands that in certain areas of the state, achieving OHP targets will be
2 | difficult and that regional and local policies may take precedence over transportation
3 | system performance. ODOT is committed to work with MPOs and local jurisdictions on
4 | system-level analysis of alternate mobility targets and to participate in public policy-level
5 | discussions where balancing mobility and other community objectives must be
6 | adequately addressed.

7 |
8 | In developing and applying alternate mobility methodology for facilities throughout the
9 | state, ODOT will consider tools and methods that have been successfully used previously
10 | for a particular facility and/or within a specific metropolitan area or region. It is State
11 | policy to move towards consistency in the selection and application of methodologies
12 | over time, as they are applied to a specific facility, or to facilities within a region.

13 |
14 | ODOT will provide guidance documents and will work with local jurisdictions and others
15 | to apply best practices that streamline development of alternate mobility standards.

16 |
17 | ***Action 1F.4***

18 |
19 | ~~Develop corridor plans for Interstate Highways, other freeways and designated highway~~
20 | ~~Freight Routes in the Portland metropolitan area that are important for through travel.~~
21 | ~~Develop standards for those routes to provide adequate levels of highway mobility.~~

22 |
23 | ***Action 1F.5***

24 |
25 | ~~For purposes of preparing planning documents such as corridor plans and transportation~~
26 | ~~system plans, in situations where the volume to capacity ratio for a highway segment is~~
27 | ~~above the standards in Table 6 or Table 7, or those otherwise approved by the~~
28 | ~~Commission, and transportation improvements are not planned within the planning~~
29 | ~~horizon to bring performance to standard because of severe environmental, land use or~~
30 | ~~financial constraints, the performance standard for the highway segment shall be to~~
31 | ~~improve performance as much as feasible and to avoid further degradation of~~
32 | ~~performance where no performance improvements are feasible. Examples of actions that~~
33 | ~~might improve performance include the following:~~

- 34 | ~~• Reconfigure highway and side street accesses to minimize traffic conflicts~~
35 | ~~at intersections;~~
36 |
37 | ~~• Limit parking near signalized intersections to increase intersection capacity;~~
38 |
39 | ~~• Coordinate and operate traffic signals to improve traffic progression;~~
40 |
41 | ~~• Relocate driveways and improve local road connections to direct traffic away~~
42 | ~~from overburdened intersections and intersections where side street capacity~~
43 | ~~is limited in order to optimize traffic progression on the state highway;~~
44 |
45 | ~~• Improve turning radii at intersections that are heavily used by trucks to avoid lane~~
46 | ~~blockages;~~

- ~~• Install raised medians to reduce traffic conflicts;~~
- ~~• Improve accesses so that traffic can enter or exit the highway with minimal disruptions of flow; and~~
- ~~• Manage land uses to favor types of uses that generate less traffic or traffic peaks which do not coincide with traffic peaks on the highway. This could be done by making appropriate plan amendments or changes to zoning ordinances.~~

~~Local governments may also request that the Transportation Commission adopt alternate standards in accordance with Action 1F.3.~~

Action 1F.64

For purposes of evaluating amendments to transportation system plans, acknowledged comprehensive plans and land use regulations subject to OAR 660- 12-0060, in situations where the volume to capacity ratio or alternate target for a highway segment, intersection or interchange is above the targets standards in Table 6 or Table 7, or those otherwise approved by the Commission, and transportation improvements are not planned within the planning horizon to bring performance to standard, the performance standard target is to avoid further degradation. If an amendment to a transportation system plan, acknowledged comprehensive plan or land use regulation increases the volume to capacity ratio further, or degrades and adopted target, it will significantly affect the facility. In addition to the capacity increasing improvements that may be required as a condition of approval, other performance improving actions include, but are not limited to:

- Reconfigure highway and side-street accesses to minimize traffic conflicts at intersections;
- Improve local street network and traffic circulation;
- Limit parking near signalized intersections to increase intersection capacity;
- Coordinate and operate traffic signals to improve traffic progression;
- Relocate driveways and improve local road connections to direct traffic away from overburdened intersections and intersections where side-street capacity is limited in order to optimize traffic progression on the state highway;
- Improve turning-radii at intersections that are used by trucks or other large vehicles to avoid lane blockages;

- 1 • Improve accesses so that traffic can enter or exit the highway with minimal
2 disruptions of flow; and
- 3
- 4 • Manage land uses to favor types of uses that generate less traffic or traffic peaks
5 which do not coincide with traffic peaks on the highway. This could be done by
6 making appropriate plan amendments or changes to zoning ordinances.
- 7

8 In applying “Avoid Further Degradation” established in this Action for state highway
9 facilities already operating above the existing standard when evaluating amendments to
10 transportation system plans, acknowledged comprehensive plans, and land use
11 regulations subject to OAR 660-12-0060, a small increase in traffic does not cause
12 “further degradation” of the facility.

13

14 The threshold for a small increase in traffic between the existing plan and the proposed
15 amendment is defined in terms of the increase in average daily trip volumes as follows:

- 16
- 17 • Any proposed amendment that does not increase the average daily trips by more
18 than 400.
- 19
- 20 • Any proposed amendment that increases the average daily trips by more than 400
21 but less than 1001 for state facilities where:
 - 22 ○ The annual average daily traffic is less than 5,000 for a two-lane highway
 - 23 ○ The annual average daily traffic is less than 15,000 for a three-lane
24 highway
 - 25 ○ The annual average daily traffic is less than 10,000 for a four-lane
26 highway
 - 27 ○ The annual average daily traffic is less than 25,000 for a five-lane
28 highway
- 29
- 30 • If the increase in traffic between the existing plan and the proposed amendment is
31 more than 1000 average daily trips, then it is not considered a small increase in
32 traffic and the amendment causes further degradation of the facility and would
33 follow existing processes for resolution.
- 34

35 In applying OPH mobility targets to analyze mitigation, ODOT recognizes that there are
36 many variables and levels of uncertainty in calculating volume-to-capacity ratios,
37 particularly over the planning horizon. In applying the targets after negotiation
38 reasonable levels of mitigation for actions required under OAR 660-012-00060, ODOT
39 considers calculated values for v/c ratios that are within 0.03 of the adopted target in the
40 OHP to be considered in compliance with the target. It is not the intent of the agency to
41 consider variation within modest levels of uncertainty in violation of OHP mobility
42 targets for reasonable mitigation. The specific OHP mobility target still applies for
43 determining significant affect under OAR 660-01200060.

44

45 Amendments to local comprehensive plans and land use regulations (including zone
46 changes) necessary to accommodate an economic development project that will

1 | significantly affect the state highway system can be made pursuant to OAR 731-107-
2 | 0010.

1
2 **Action 1F.5**
3

4 Consider OHP mobility targets when evaluating proposed development applications that
5 do not trigger Section 0060 of the Transportation Planning Rule. When making
6 recommendations to local governments on approval of development permits and potential
7 actions for mitigation related to local development proposals, consider and balance the
8 following:
9

- 10 • OHP mobility targets;
- 11
- 12 • Community livability objectives;
- 13
- 14 • State and local economic development objectives;
- 15
- 16 • Safety for all modes of travel;
- 17
- 18 • Mitigation actions that consider system level enhancements for all modes of travel
19 equally with highway infrastructure; and
- 20
- 21 • Local approval criteria.
- 22
- 23

24 **Action 1F.6**
25

26 Consider OHP mobility targets as guidance to ODOT's highway access management
27 program when balancing economic development objectives of properties abutting state
28 highways with transportation safety and access management objectives of state highways
29 in a manner consistent with local transportation system plans and the land uses permitted
30 in acknowledged local comprehensive plans.
31

32 When evaluating OHP mobility targets in access management decisions consider the
33 following:
34

- 35 • The highest priority for OHP mobility targets in guiding access management practices
36 is for addressing traffic movements on and from state highway facilities themselves.
- 37
- 38 • When evaluating traffic movements from an approach onto a state highway, the
39 priority is to consider safety of the movements. While a v/c ratio for a specific
40 movement greater than 1.0 is an indication of a capacity problem, it does not
41 necessarily mean the traffic movement is unsafe. Apply engineering practices and
42 disciplines in the design of highway approaches to ensure traffic movements meet
43 safety objectives for the program.
- 44
- 45 • Consult OAR 734-051 for detailed application of mobility and other considerations in
46 ODOT's access management program.

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Action 1F.7

Consider OHP mobility targets for implementing operational improvements to the state highway system. The OHP mobility targets are meant to be used as a guide and to compare the relative benefits of potential operational solutions rather than as a firm target to be met. The main goal of operational projects is to improve system performance from current or projected conditions.

Action 1F.8

Enhance coordination and consistency between planning and project design decisions whenever possible. Ensure that future planned system levels of performance are a key factor in modernization project designs. Ensure that project development processes and design decisions take into account statewide mobility and economic objectives, including design targets, while balancing community mobility, livability and economic development objectives and expectations. Ensure practical design principles that take a systematic approach to transportation solutions are considered in planning and project development processes. Practical design principles strive to deliver the broadest benefits to the transportation system possible within existing resources.

Summary of JPACT Finance Subcommittee Discussion (August 11 & 31, 2011)

Federal

- We need to recalibrate our federal priorities and strategy to the new reality, including:
 - Our long list of policy interests are fine but they are based upon continuing to grow the program. If we are in a static or shrinking program, we need a shorter list of priorities (like New Starts, Flex Funds sub-allocated to MPOs, retain multi-modal eligibility, etc.)
 - We need to be more strategic about prioritizing regional applications for discretionary grants.
 - We need more focus on the Administration to influence policy development, educate the federal agencies about successes in the Portland region and advocate for discretionary grants.
 - We need to develop partners that support the Portland region's policy agenda from other associations, think tank organizations and other like minded regions.
 - We need to broaden our Congressional visits beyond our members.
- We need to evaluate the TIGER 3 applications, seek a review from TPAC and return to the Sept. 8 JPACT meeting to decide whether to endorse one or two regional priorities.

State

- We should follow the state lead on:
 - Non-highway multi-modal funding
 - A funding package linked to the CRC funding request

Regional/Local

- We should lay out a local/regional funding strategy, perhaps as follows:
 - 3-County VRF for basic street and sidewalk infrastructure with a coordinated ballot referral in 2013 or 2014
 - Coordinate with the CII Leadership Committee on their initiatives which appear to be forming around investments to support development readiness and an approach to transportation funding reform tied to better accountability and cost responsibility. Leadership from JPACT should meet with leadership from the CII Leadership Committee to determine how to collaborate.
 - The region should work together to preserve and enhance local funding options like urban renewal.
- The JPACT Finance Subcommittee should assist with a review of MTIP policies and priorities to ensure it is accomplishing regional objectives.



JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

July 14, 2011

Metro Regional Center, Council Chambers

MEMBERS PRESENT

Sam Adams
Rex Burkholder
Jack Burkman
Carlotta Collette, Chair
Shirley Craddick
Nina DeConcini
Craig Dirksen
Donna Jordan
Ann Lininger
Neil McFarlane
Roy Rogers
Jason Tell
Don Wagner
Bill Wyatt

AFFILIATION

City of Portland
Metro Council
City of Vancouver, representing SW Washington RTC
Metro Council
Metro Council
Oregon Department of Environmental Quality
City of Tigard, representing Cities of Washington Co.
City of Lake Oswego, representing Cities of Clackamas Co.
Clackamas County
TriMet
Washington County
Oregon Department of Transportation, Region 1
Washington State Department of Transportation
Port of Portland

MEMBERS EXCUSED

Shane Bemis
Deborah Kafoury
Steve Stuart

AFFILIATION.

City of Gresham, representing Cities of Multnomah Co.
Multnomah County
Clark County

STAFF: Aaron Brown, Andy Cotugno, Tom Kloster, Ted Leybold, Lake McTighe, Kelsey Newell, Deena Platman, Dylan Rivera, John Williams

CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Carlotta Collette declared a quorum and called the meeting to order at 7:30 a.m.

1. INTRODUCTIONS

Chair Collette noted that Mayor Craig Dirksen will be serving as her alternate as the Portland region's representative to the Oregon Metropolitan Planning Organization Consortium (OMPOC).

Councilor Jack Burkman stated that the Vancouver City Council has voted to support the Columbia River Crossing.

2. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS

There were none.

3. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS

Mr. Andy Cotugno of Metro briefed the committee on the announcement of the third round of federal Transportation Investment Generating Economic Recovery (TIGER) grants. Mr. Cotugno also discussed the federal rescission of federal-aid apportionment funds.

Mr. Ted Leybold of Metro updated the committee on Metro's ongoing analysis of the feasibility of Transportation Electrification. Metro is convening a working group of public and private sector technical staff to analyze options in advance of the August meeting of the Transportation Policy Alternatives Committee (TPAC).

Chair Collette also noted that TriMet has requested a Land Use Final Order (LUFO) for the Columbia River Crossing (CRC) project. The comment period on the LUFO extends through August 11, at which date the Metro Council will convene a public hearing on the order. The LUFO analyzes the footprint of all components of the project, including the highway, transit and active transportation segments. She directed JPACT members and interested parties to www.oregonmetro.gov/columbiarivercrossing or to contact Mr. Cotugno.

4. CONSIDERATION OF THE JPACT MINUTES FOR JUNE 9, 2011

Mayor Dirksen requested an amendment to the motion, noting that he was not present at last month's meeting.

MOTION: Mr. Neil McFarlane moved, Councilor Donna Jordan seconded, to approve the June 9, 2011 JPACT minutes as amended.

ACTION TAKEN: With 10 in favor and 3 abstentions (Burkman, Collette, Dirksen), the motion passes.

6. INFORMATION ITEMS

6.1 2011 Oregon State Legislative Update

Mr. Randy Tucker of Metro provided an update on the 2011 Oregon legislative session, and noted that the February 2012 legislative session – the first even-year session under the newly-passed annual sessions law – will be short and will limit the number of bills introduced; legislators will be selective on the bills they choose to carry and Mr. Tucker therefore recommended that a succinct regional agenda be adopted to ensure the top priorities are discussed. He concluded by noting that House Bill 2001 requires the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) to report on the progress of the Climate Smart Communities Project to the Oregon Legislative Committee on Transportation by February 1, 2012. JPACT members noted the value of a

regional lobbying team in securing state funds for projects of regional importance, and stressed the necessity of the region speaking with a persistent, unified voice in Salem to win legislative victories.

Commissioner Ann Lininger noted that Clackamas County intends to honor the contract with \$25 million contract with TriMet for the Lake Oswego to Portland streetcar line. She expressed Clackamas County officials' confidence for the project, and stated that investment in these High Capacity Transit (HCT) facilities support local businesses and job creation.

6.2 Federal Transportation Funding and Authorization Update

Mr. Cotugno discussed the Federal Transportation Reauthorization Proposal proposed by Representative John Mica's Transportation and Infrastructure Committee the previous week. He explained that the bill proposed a 30% reduction in federal highway funding and that many current leaders in the House of Representatives are ideologically opposed to many of the federal programs that the region has relied on to fund many projects for livability and alternative transportation. The Senate Bill, which has not yet been released, is expected to programmatically support multimodality to a larger extent than the House Bill, with relatively standard levels of support for many of the alternative transportation projects. The current Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) federal bill could also be reauthorized, and Mr. Cotugno noted that this possibility may be the best possibility for the region in that it avoids the drastic programmatic funding cuts discussed in the other two proposals.

Committee discussion included:

- The necessity of clear, concise messaging to help the region explain the importance of these federally-appropriated funds. Some JPACT members noted that many lobbyists at both the federal and state levels are spreading misinformation to elected officials in an attempt to limit the amount of money appropriated for climate change mitigation and alternative transportation, and that it is necessary that the region speaks with one unified voice to counter climate denial claims. The committee expressed interest in regional leaders developing talking points for these multimodal projects using both business- and public health-related arguments.
- The ability of regional leaders to influence federal transportation legislation. JPACT members noted that Oregon representatives tend to fully support Metro's agenda for multimodal transportation projects and many hold key positions in infrastructure-related committees, but that transportation projects need a compact with the public to ensure a reliable mechanism to provide funding well into the future.
- The possibility of creating a subcommittee of JPACT members interested in exploring transportation financing opportunities for the region. Councilor Rex Burkholder noted that this committee, comprised of both elected officials and finance-based staff, could think about long-term solutions to ensuring that budgets include funding for transportation-related capital and maintenance despite existing constraints on raising revenue for projects. Commissioner Lininger, Mr. McFarlane, Mayor Dirksen, Councilor Jordan, Mr. Bill Wyatt, Mayor Sam Adams and Mr. Jason Tell offered to nominate staff

to serve on the proposed finance subcommittee to represent their respective jurisdictions and agencies.

7.0 ACTION ITEMS

7.1 RESOLUTION NO. 11-4265, For the Purpose of Adopting the Regional High Capacity Transit System Expansion Policy Implementation Guidance

Chair Collette introduced Mr. John Williams of Metro to brief the committee on the history and necessity of the HCT System Expansion Policy (SEP) Resolution. This resolution introduces policy intended to clarify and codify the process through which new system expansion is discussed and planned. Mr. Williams noted that both the Metro Policy Advisory Committee (MPAC) and the Metro Technical Advisory Committee (MTAC) expressed concern about the relative ranking of each corridor, and stated that the relative rankings of corridor viability will be reevaluated with the forthcoming update of the Regional Transportation Plan (RTP).

Committee discussion included:

- The relevance of this document to streetcar facilities located entirely within one particular city. Metro staff noted that streetcars are not explicitly considered “High Capacity Transit” as it relates to this document, and that this document is written to help identify and promote regional consensus on regional transportation investments.
- Clarification questions on staff and financial capacity for corridor planning. Committee members expressed concern about the institutional capacity to begin analysis of the Powell/Foster corridor, which some documents suggested could begin in 2014. Metro staff concurred, noting that the level of institutional capacity to study HCT implementation in the Powell/Foster corridor depends on the desired mode of mobility. JPACT members expressed interest in learning about the findings of City of Portland study on traffic demand on the Powell/Foster corridor.
- The importance of interagency communication. JPACT members stated they wanted to make sure that government agencies are working in concert. ODOT and TriMet, for instance, should be aware of the other’s scheduled construction and study on the Powell corridor, and coordinate efforts to avoid redundancy and wasted expenditure.

MOTION: Commissioner Roy Rogers moved, Mr. McFarlane seconded, to adopt Resolution No. 11-4265.

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

8. ADJOURN

Chair Collette adjourned the meeting at 8:47 a.m.

Respectfully submitted,



Aaron Brown
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR JULY 14, 2011

The following have been included as part of the official public record:

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
4.1	Handout	7/14/11	REVISED JPACT Work Program	071411j-01

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2010-) RESOLUTION NO. 11-4286
13 METROPOLITAN TRANSPORTATION)
IMPROVEMENT PROGRAM (MTIP) TO ADD) Introduced by Councilor Collette
THREE SIDEWALK PROJECTS AWARDED)
TRANSPORTATION ENHANCEMENT FUNDS)

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2010-13 MTIP on September 16, 2010; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects to the 2010-13 MTIP; and

WHEREAS, the Oregon Transportation Commission through a competitive grant process has awarded federal Transportation Enhancement funding from the Federal Highway Administration to three pedestrian improvement projects within the metropolitan area, whose lead agencies now desire to add the projects to the 2010-13 MTIP; and

WHEREAS, the Clean Air Act requires that federally funded transit and highway projects demonstrate conformity with the state’s air quality goals; and

WHEREAS, these three projects, as described in Exhibit A to this resolution, are contained within the Regional Transportation Plan financially constrained system, which plan has demonstrated conformity;

WHEREAS, the code of federal regulations 40 CFR 93.126 further exempts pedestrian projects from the Clean Air Act’s requirements that federally funded transportation projects demonstrate conformity with the state’s air quality goals; and

WHEREAS, funding is available for these projects within existing revenues, consistent with the MTIP financial plan; and

WHEREAS, JPACT approved this resolution September 8, 2011; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to add the three pedestrian projects awarded Transportation Enhancement funds to the 2010-13 MTIP.

ADOPTED by the Metro Council this ____ day of September 2011.

Tom Hughes, Council President

Approved as to Form:

Alison Kean Campbell, Acting Metro Attorney

Exhibit A to Resolution No. 11-4286

2010-13 Metropolitan Transportation Improvement Plan Table 3.1.1 amendment

Action: Amend MTIP to add three projects.

Existing programming: None

Amended programming:

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
Birchwood Road: SW 87th to SW Laurelwood	Add sidewalks to Birchwood Road between SW 87th Avenue and SW Laurelwood Road	TBD	City of Beaverton	\$528,000	PE	TE	2011	\$128,763	\$14,737	\$0	\$143,500
					ROW	TE	2012	\$1,346	\$154	\$0	\$1,500
					Cons	TE	2013	\$267,892	\$30,661	\$84,447	\$383,000

Exhibit A to Resolution No. 11-4286

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
SE Holgate & Ramona: 122nd-136th Ave Sdwk (Portland)	Add sidewalks, crossings and stripe bike lanes on SE Ramona Street between 122nd and 132nd and on SE Harold Street between 122nd and 136th.	TBD	City of Portland	\$1,662,000	PE	TE	2011	\$323,925	\$37,074		\$361,000
							2013	\$1,795	\$205		\$2,000
					Cons	TE	2013	\$1,161,280	\$132,914	\$4,806	\$1,299,000

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
122nd and 132nd Avenue sidewalks: SE Sunnyside to SE Hubbard	Add sidewalks to 122nd and 132nd Avenues between Sunnyside and Hubbard Roads.	TBD	Clackamas County	\$595,000	PE	TE	2011	\$70,994	\$8,125		\$79,119
					ROW	TE	2013	\$153,438	\$17,562		\$171,000
					Cons	TE	2013	\$309,569	\$35,431		\$345,000

STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2011-13 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THREE PROJECTS AWARDED TRANSPORTATION ENHANCEMENT FUNDS

Date: September 8, 2011

Prepared by: Ted Leybold, 503-797-1759

BACKGROUND

The Oregon Transportation Commission (OTC) awarded Transportation Enhancement funds to three projects within the metropolitan area. The projects are Birchwood Road: SW 87th to SW Laurelwood in Beaverton, Safe Routes to Powellhurst-Gilbert Schools in SE Portland, and 122nd and 132nd Avenue Sidewalks: Sunnyside to Hubbard in Clackamas County. Maps of these projects are shown in Attachment 1.

Transportation Enhancement funding is awarded by the Oregon Transportation Commission through a competitive application process. Criteria for which projects are eligible and prioritized for funding is adopted by the OTC and administered by the Oregon Department of Transportation.

Air quality conformity was completed on the 2035 Regional Transportation Plan financially constrained system that included these projects. Additionally, pedestrian and bicycle projects are exempt from the requirement that a regional air quality conformity determination be made by the code of federal regulations 40 CFR 93.126.

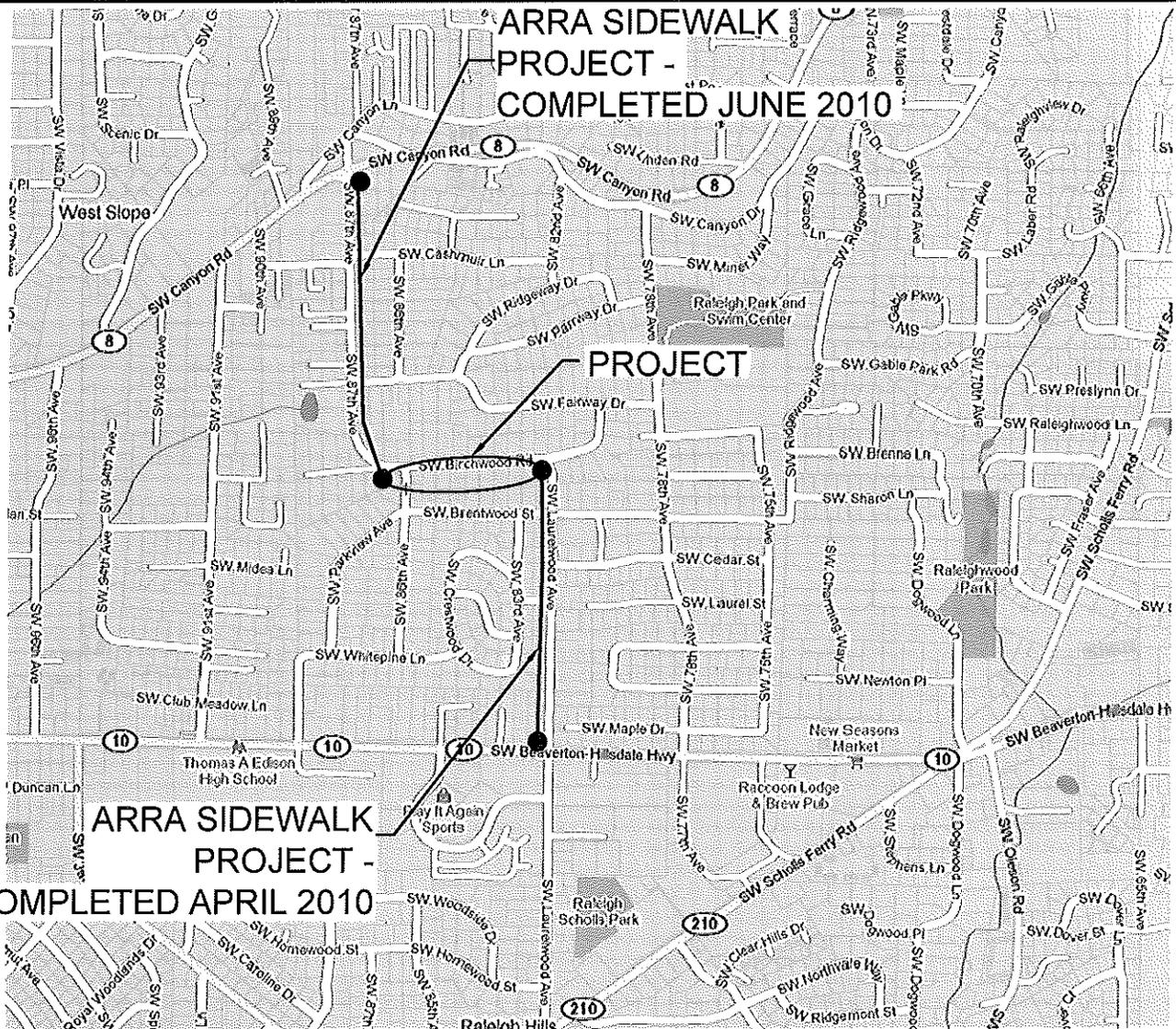
The Joint Policy Advisory Committee on Transportation and the Metro Council must approve amendments to the MTIP. This amendment will add these three projects to the 2010-13 MTIP with programming as shown in Exhibit A to Resolution No.11-4286.

ANALYSIS/INFORMATION

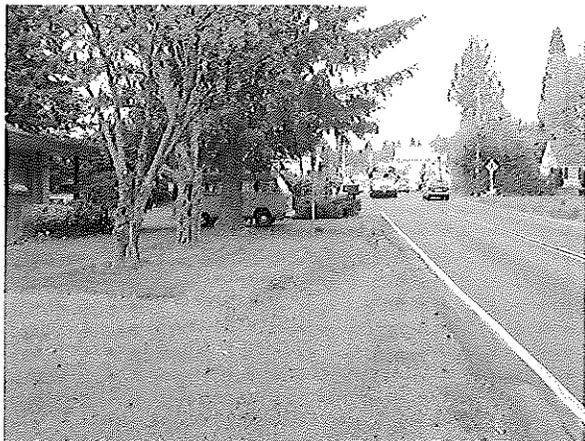
- 1. Known Opposition** None known at this time.
- 2. Legal Antecedents** Amends the 2010-13 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 10-4186 on September 16, 2010 (For the Purpose of Approving the 2010-13 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
- 3. Anticipated Effects** Allows funding to become available to three pedestrian projects in the metropolitan region.
- 4. Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 11-4286.



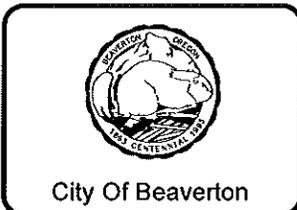
BEFORE (87TH AVE)



AFTER (87TH AVE)



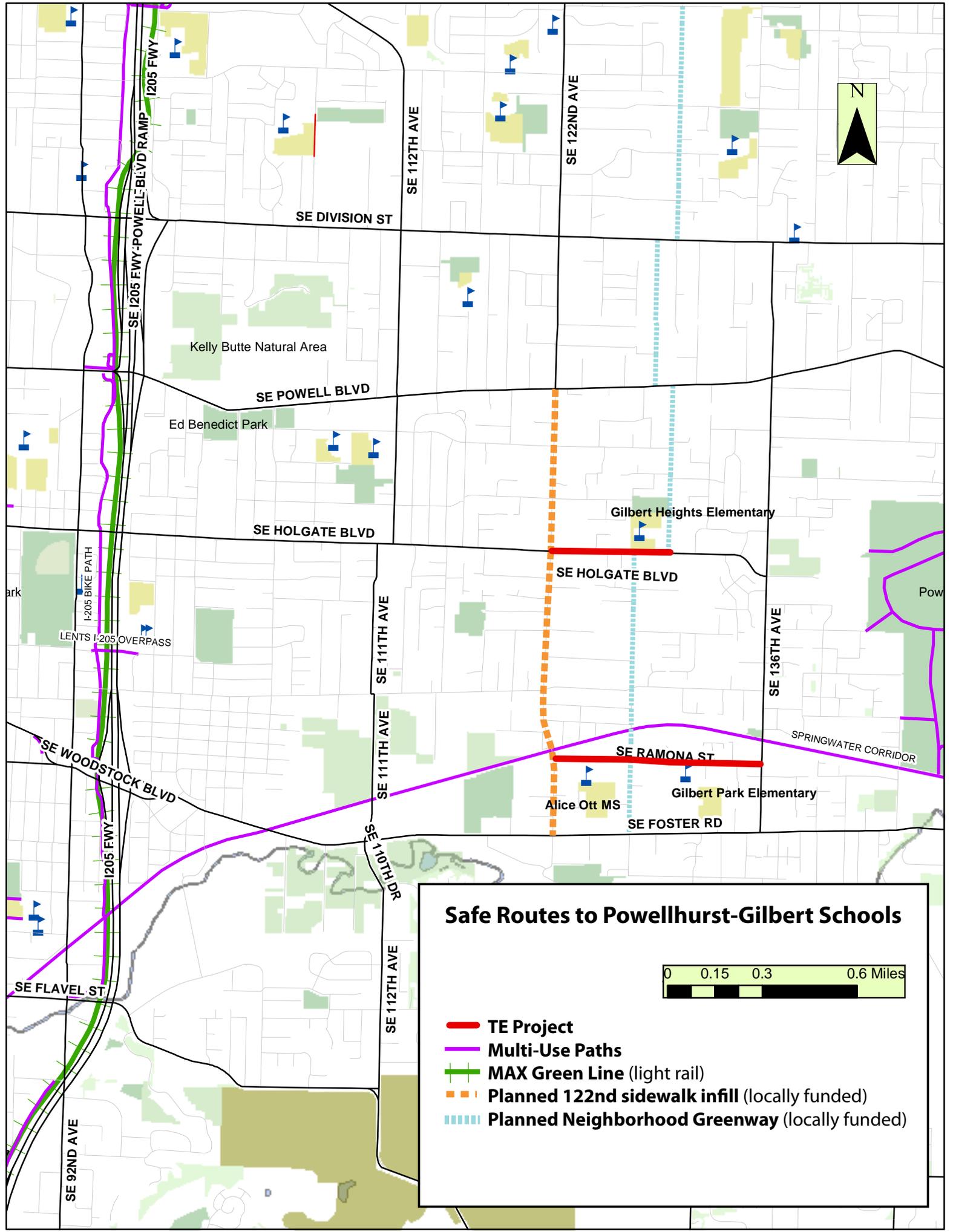
Y:\TRANSPORTATION\Drawings\2009\2009 FED Stimulus Maps\SW BIRCHWOOD SIDEWALK (Laurelwood-87th)\VICINITY MAP_11.dwg



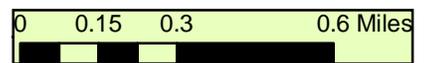
VICINITY MAP
 SW BIRCHWOOD SIDEWALK
 (SW LAURELWOOD - SW 87TH)

PUBLIC WORKS DEPARTMENT
 ENGINEERING SECTION

Drawn By: AL Date: 6-29-10
 Reviewed By: _____ Date: _____
 Approved By: _____ Date: _____



Safe Routes to Powellhurst-Gilbert Schools



- TE Project
- Multi-Use Paths
- MAX Green Line (light rail)
- - - Planned 122nd sidewalk infill (locally funded)
- - - Planned Neighborhood Greenway (locally funded)

Site Plan

Clackamas County Community and Schools Sidewalk Connection Project.

Project includes 2287' of sidewalk to complete
3.0 mile route. All sidewalks to be 6' wide.

———— Existing Sidewalk - - - - - Proposed Sidewalk



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2010-) RESOLUTION NO. 11-4287
13 METROPOLITAN TRANSPORTATION)
IMPROVEMENT PROGRAM (MTIP) TO ADD) Introduced by Councilor Collette
THE I-5 CARMEN DRIVE RAMP OPERATIONS)
PROJECT)

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) the Metro Council approved the 2010-13 MTIP on September 16, 2010; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or substantially modify existing projects in the MTIP; and

WHEREAS, the Oregon Department of Transportation (ODOT) has conducted a corridor operations analysis for the south Interstate 5 corridor as programmed in the 2009-10 Unified Planning Work Program; and

WHEREAS, as a result of this analysis, ODOT has proposed an operations project as a priority improvement that would modify the design of the southbound on-ramp to Interstate 5 from Highway 217 to connect to the existing auxiliary lane between the Carmen Drive and Lower Boones Ferry Road exit to reduce crash incidents and reduce vehicle delay (the "I-5 Carmen Drive Ramp Operations Project"); and

WHEREAS, ODOT wishes to add a construction phase to the I-5 Carmen Drive Ramp Operations Project, as described in Exhibit A to this resolution; and

WHEREAS, the Clean Air Act requires that federally funded transit and highway projects demonstrate conformity with the state's air quality goals; and

WHEREAS, the I-5 Carmen Drive Ramp Operations Project is considered a part of the development of a Regional Intelligent Transportation System / Transportation System Management & Operations program (Project #11104) included in the Regional Transportation Plan financially constrained system, which plan has demonstrated conformity; and

WHEREAS, the code of federal regulations 40 CFR 93.127 further exempts interchange reconfiguration projects from the Clean Air Act's requirements that a regional emissions analysis be performed to demonstrate the project's conformity with the state's air quality goals; and

WHEREAS, funding for the I-5 Carmen Drive Ramp Operations Project is available within existing revenues, consistent with the MTIP financial plan; and

WHEREAS, JPACT approved this resolution September 8, 2011; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to add the I-5 Carmen Drive Ramp Operations Project to the 2010-13 MTIP.

ADOPTED by the Metro Council this ____ day of September 2011.

Tom Hughes, Council President

Approved as to Form:

Alison Kean Campbell, Acting Metro Attorney

Exhibit A to Resolution No. 11-4287

2010-13 Metropolitan Transportation Improvement Plan Table 3.1.1 amendment

Action: Amend MTIP to add construction phase to ODOT project.

Existing programming:

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
I-5 Carmen Drive Ramp Operations Project	Restripe the existing merge lane of the Highway 217 ramp to I-5 southbound to connect to the existing auxiliary lane of the Carmen Drive southbound access ramp to I-5.	17515	ODOT	\$1,950,823	PE	STP	2011	\$358,920	\$41,080	\$0	\$400,000

Exhibit A to Resolution No. 11-4287

Amended programming:

Project Name	Project Description	ODOT Key #	Lead Agency	Estimated Total Project Cost (all phases, all years)	Project Phase	Fund Type	Program Year	Federal Funding	Minimum Local Match	Other Funds	Total Funding
I-5 Carmen Drive Ramp Operations Project	Restripe the existing merge lane of the Highway 217 ramp to I-5 southbound to connect to the existing auxiliary lane of the Carmen Drive southbound access ramp to I-5.	17515	ODOT	\$1,950,823	PE	STP	2011	\$358,920	\$41,080	\$0	\$400,000
				\$1,950,823	Cons	STP	2011	\$1,391,553	\$159,270	\$0	\$1,550,828

STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2011-13 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE I-5 CARMEN DRIVE RAMP OPERATIONS PROJECT

Date: September 15, 2011

Prepared by: Ted Leybold, 503-797-1759

BACKGROUND

The Oregon Department of Transportation (ODOT) is completing a corridor operations analysis of the southern portion of Interstate 5 and has identified potential operational projects to reduce vehicle crashes and increase vehicle flow to reduce congestion. A priority project emerging from this analysis is to realign the south bound Carmen Drive on-ramp to Interstate 5 (I-5) to allow a safer transition for vehicles merging onto I-5 with vehicles preparing to exit at Lower Boones Ferry Road to the south. The configuration of existing and proposed lanes is shown in Attachment 1.

The project would restripe the existing merge lane of the Highway 217 ramp to I-5 southbound to connect to the existing auxiliary lane of the Carmen Drive southbound access ramp to I-5. To allow this re-striping, the Carmen Drive southbound on-ramp to I-5 will be reconstructed to address proper safety for merging traffic. This will allow vehicles entering I-5 southbound from Highway 217 to not have to merge and change lanes in the short distance between Highway 217 and the Carmen Drive overpass where the existing merge lane ends. The benefits of the new configuration are summarized in Attachment 1.

ODOT has identified financial capacity to fund this project from savings to existing projects. Urban STP funds will be programmed on the project to ensure timely obligation of federal funds and avoid the potential for a rescission of federal funds allocated to the state. State administered funds will be programmed to replace the urban STP funds at a later date.

Air quality conformity was completed on the 2035 Regional Transportation Plan, which included a small program of regional system management and operations program projects, consistent with this project, as a part of the financially constrained system. Additionally, interchange reconfiguration projects are exempt from regional emissions analyses by the code of federal regulations 40 CFR 93.127.

The Joint Policy Advisory Committee on Transportation and the Metro Council must approve amendments to the MTIP. This amendment will add a construction phase the I-5 Carmen Drive Ramp Operations project to the 2010-13 MTIP with programming as shown in Exhibit A to Resolution No. 11-4287.

ANALYSIS/INFORMATION

- 1. Known Opposition** None known at this time.
- 2. Legal Antecedents** Amends the 2010-13 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 10-4186 on September 16, 2010 (For the Purpose of Approving the 2010-13 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
- 3. Anticipated Effects** Allows
- 4. Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 11-4287.

Attachment 1

INTEROFFICE MEMORANDUM

TO: TED LEYBOLD, MTIP PROGRAM MANAGER
FROM: RIAN WINDSHEIMER
SUBJECT: I-5 @ CARMEN DR OPERATIONAL IMPROVEMENT
DATE: 8/15/2011

ODOT Region 1 started the I-5/I-205 Operations Study in 2009 to identify, rank and provide conceptual low cost, low impact operational solutions for the worst bottlenecks on I-5 south of the Marquam Bridge and I-205 in the Portland Metro Region. The study has identified several bottlenecks on I-5 and I-205 based on PORTAL data, ODOT traffic cameras, travel time runs, collision data and field observations. This study identified a solution at I-5@ Carmen Drive involving restriping at a low cost.

The primary bottleneck problem between OR 217 and Lower Boones Ferry Road is caused by a heavy entering volume from OR 217 that is weaving with traffic exiting at Carmen Drive. Traffic with destinations beyond Carmen Drive tend to get over to the left immediately upon entering I-5 rather than making use of the existing auxillary lane because the lane merges under the Carmen Drive overcrossing. The result has been 308 crashes over a 5 year period and speeds of 10 miles per hour when the bottleneck activates.

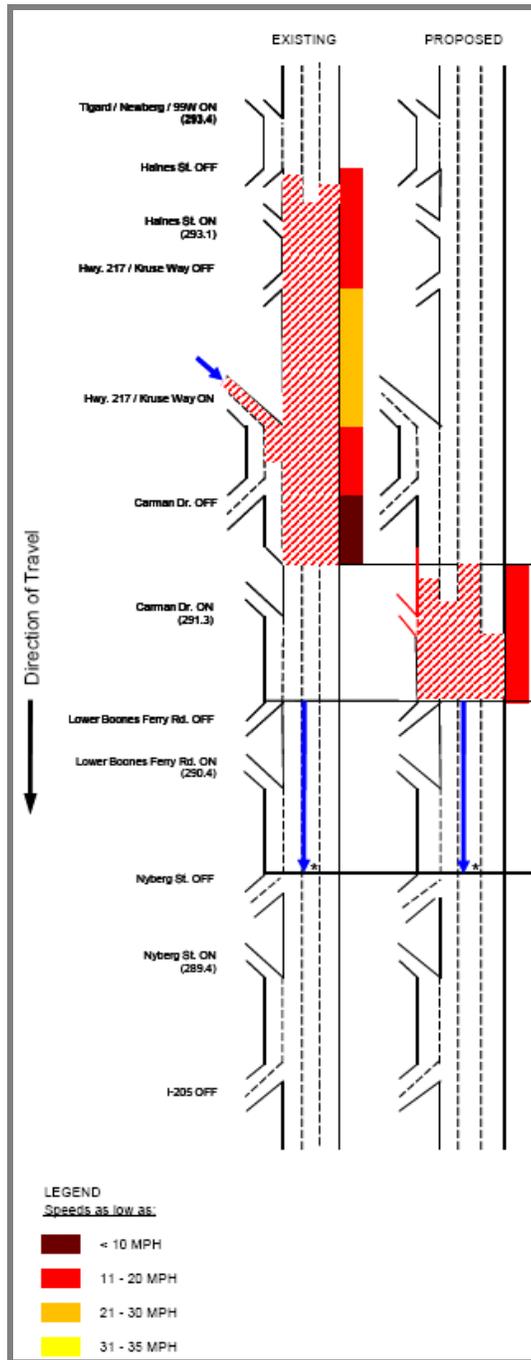
The proposed operational improvement will re-purpose the existing merge lane that under the Carmen Drive structure on southbound I-5 by restriping it to connect with the existing auxillary lane between Carmen Drive and Lower Boones Ferry Road. This project requires rebuilding the existing Carmen Drive on-ramp to create safe merging operations and improving acceleration distances for vehicles entering from Carmen Drive. VISSIM, a micro-simulation software package, predicts the following operational and safety improvements (see Figure 1):

- shorten the peak hour back-ups on I-5 South by approximately 1 mile,
- increase peak operating speeds by approximately 4 mph (40% increase),
- shrink the peak duration by up to 60 minutes per day,
- reduce accidents related to merging and weaving and;
- increase reliability in the corridor.

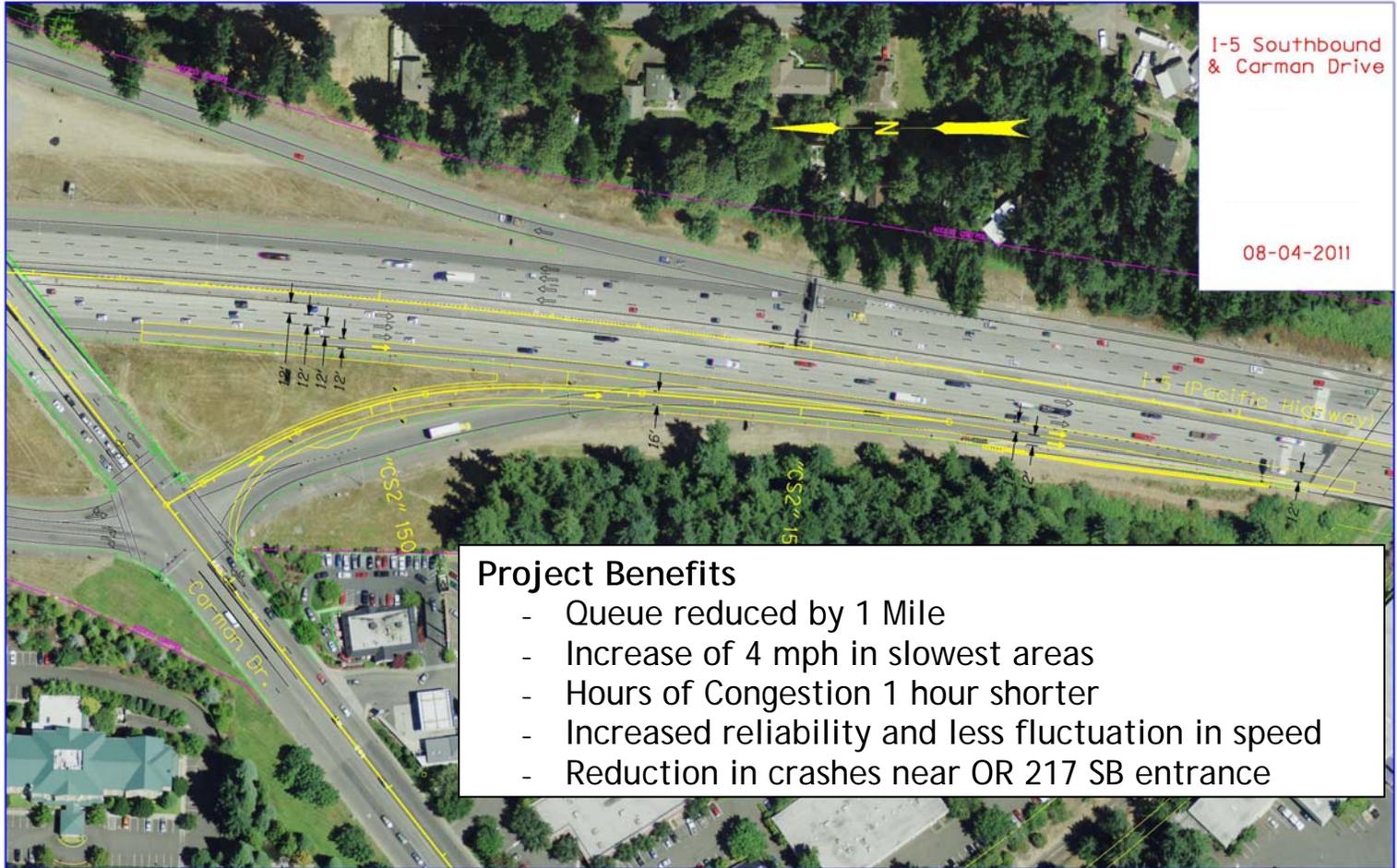
The proposed improvement makes more efficient use of pavement that exists today. Transport, the TPAC subcommittee that coordinates operational improvements in the region, has indicated support for the project in an attached letter.

Attachment 1

Figure 1: I-5 Southbound Carmen Drive Auxiliary Lane Extension



Attachment 1



Project Benefits

- Queue reduced by 1 Mile
- Increase of 4 mph in slowest areas
- Hours of Congestion 1 hour shorter
- Increased reliability and less fluctuation in speed
- Reduction in crashes near OR 217 SB entrance

Attachment 1

DATE:

TO: Oregon Transportation Commission

FROM: Matthew L. Garrett
Director

SUBJECT: 2010-2013 Statewide Transportation Improvement Program (STIP)
Amendment request to add a construction phase to an Interstate
Operations Project

Requested Action:

Region 1 requests approval to amend the 2010-2013 STIP to add a construction phase to the following Operations D-STIP project:

Project Name	I-5 SB: Carmen Dr – Lower Boones Ferry KN 17515	
PHASE	YEAR	COST
PE	2011	\$400,000
RW		
UR		
CN	2011	\$1,550,823
TOTAL		\$1,950,823

Background:

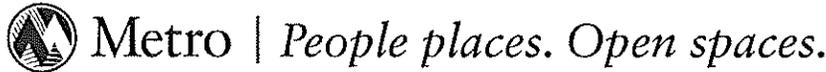
ODOT Region 1 conducted an I-5/I-205 Operations Study in 2009 to identify, rank and provide conceptual solutions for the worst bottlenecks in the Portland Metro Region on I-5 south of the Marquam Bridge and along I-205. The study identified several bottlenecks on these facilities based on PORTAL traffic data, ODOT traffic cameras, field observations and travel time and collision data.

The bottleneck on I-5 at Carmen Drive has been identified as one of the worst on I-5 south as well as one of the most affordable to address. The proposed solution will restripe an existing merge lane that currently drops under the Carmen Drive structure to extend the auxiliary lane from Hwy 217 to Lower Boones Ferry Road. As part of the project, the Carmen Drive on-ramp will be realigned and lengthened to improve the weave distance and improve safety. This improvement is expected to reduce the congestion in the area by an hour, reduce the Southbound backup in the PM peak by approximately 1 mile, and reduce accidents and increase reliability in the corridor.

Funding is coming from operations project savings within Region 1.

Copies (w/enclosures) to:

Jason Tell
Rian Windsheimer
Naveen Chandra
Jeff Flowers
Steve Leep



Oregon Department
of Transportation

Clackamas County

Multnomah County

Washington County

City of Beaverton

City of Gresham

City of Hillsboro

City of Portland

TriMet

Port of Portland

Metro

Portland State
University

Southwest
Washington
Regional
Transportation
Council

Washington State
Department of
Transportation

C-Tran

August 15, 2011

Rian Windsheimer, Policy and Development Manager
ODOT Region 1
123 NW Flanders Street
Portland OR 97209

Subject: TransPort Endorsement of ODOT's I-5 at Carmen Drive
Operational Improvement Project MTIP Amendment

Dear Mr. Windsheimer:

TransPort, the Transportation System Management & Operations (TSMO) Subcommittee for the Portland metropolitan region is pleased to submit this letter of support on behalf of ODOT's I-5 at Carmen Drive Operational Improvement project.

TransPort reviewed this project at its August 2011 meeting and concluded that ODOT's operational solution of connecting an existing merge lane to an existing auxiliary lane on southbound I-5 between Carmen Drive and Lower Boones Road is a cost-effective operations solution to a known bottleneck location. The VISSUM model findings of reduced duration and length of vehicle backups, increased travel speeds, and decreased merge/weave crashes are the compelling reasons for TransPort endorsement of the MTIP amendment necessary to advance this project.

We have high confidence that the completion of this project will result in safer and more efficient mobility for I-5 travelers.

Sincerely,

Dennis Mitchell, ODOT Region 1
TransPort Chair



Date: Aug. 31, 2011

To: Joint Policy Advisory Committee on Transportation

From: Ted Leybold, Amy Rose and Dylan Rivera; Metro Staff

Subject: Public Comment Period for 2014-15 Regional Flexible Funding Allocation

Background

Every two years, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council decide how best to spend money from two federal funds: Congestion Mitigation Air Quality and Surface Transportation Program, known locally as Regional Flexible Funding. In summer 2010, JPACT and the Council approved a new process for allocating funds for the 2014-15 cycle. This created a more intentional program than in past years, directing:

- nomination of region-wide programs (TOD, RTO, TSMO/ITS, MPO & Corridor Planning, HCT Development, and a new Regional Mobility Strategy Planning) at current capacities,
- funding to two new transportation categories that serve the region's goals: Active Transportation & Complete Streets and Green Economy & Freight,
- a one-time allocation of \$500,000 to support development of electric vehicles.

This new process also involved the public early in the development of policy guidance. Specifically, a Task Force developed policies and criteria for selecting projects with the two new project categories and a working group advised on how to address the needs of environmental justice and underserved communities. The new process also called for collaboration among Metro and local agencies by having county coordinating committees and the Portland City Council nominate projects to Metro for consideration.

Outreach approach

The new process warrants a new approach to gathering public input on the nominated projects and programs. Attachment A summarizes how the public process has changed in this cycle and more specifically how the upcoming regional public comment period will be conducted.

Project and Program Recommendations

Attachment B is a summary of the nominated projects and region-wide programs proposed for release in the regional public comment period. The costs of these proposed projects are equal to the forecasted funds available in 2014-15.

Attachment C is a summary of the options recommended by TPAC for public comment on how to utilize the one-time allocation of \$500,000 to support development of electric vehicles. One or more of these options could be selected for refinement following the public comment period.

Requested Action

Approve release of nominated projects and programs for public comment.

Upcoming milestones:

- 9/8** **JPACT meeting**
- *Expected Action:* JPACT expected to approve release of the list of projects for inclusion in the regional public comment period
 - The list of projects will balance costs with 100 percent of forecasted revenues, and include:
 - - Region-wide programs,
 - - Project nominations received from the 4 sub-regions
 - - Electric vehicle development project options
- 9/13-10/13** **Public comment period on 100 percent list of projects (Comments due at conclusion of joint JPACT/Metro Council public hearing October 13th.)**
- 10/13** **Joint JPACT/Metro Council Public Hearing on Flexible Funding projects, 5 p.m., Metro Council Chambers.**
- 10/19** **Summary of public comments provided to project nominating agencies**
- 11/7** **Nominating agencies respond to public comments**
- 11/18** **TPAC meeting to discuss projects.**
- *Expected Action:* Recommendation to JPACT of final project list and conditions of approval for each project.
- 12/ 8** **JPACT action on Flex Funds allocation, pending air quality conformity analysis.**
- *Expected Action:* Recommendation to Metro Council for projects and conditions of approval.
- 12/15** **Metro Council ratification of JPACT action on allocation, pending air quality conformity analysis.**

Attachment A

Public Outreach and the Regional Comment Period:

2014-15 Regional Flexible Fund allocation

Every two years, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council decide how best to spend money from two federal funds: Congestion Mitigation Air Quality and Surface Transportation Program. In summer 2010, JPACT and the Council approved a new process for allocating funds for the 2014-15 cycle. This created a more intentional program than in past years, directing:

- nomination of region-wide programs (TOD, RTO, TSMO/ITS, MPO & Corridor Planning, HCT Development, and a new Regional Mobility Strategy Planning) at current capacities,
- funding to two new transportation categories that serve the region's goals: Active Transportation & Complete Streets and Green Economy & Freight,
- a one-time allocation of \$500,000 to support development of electric vehicles.

This new process also involved the public early in the development of policy guidance. Specifically, a Task Force developed policies and criteria for selecting projects with the two new project categories and a working group advised on how to address the needs of environmental justice and underserved communities. The new process also called for collaboration among Metro and local agencies by having county coordinating committees and the Portland City Council nominate projects to Metro for consideration.

This new policy development process calls for a new public engagement process. This comment period will be different from past two-year cycles. In the past, JPACT approved a roughly "150 percent" project list and distributed it for public comment. This created intense community and stakeholder interest, as people felt the need to attend to public involvement events and make comments on a web-based comment tool to advocate for their favorite projects. Not showing up to defend a project meant that another project might be funded in its place.

This time, the three county coordinating committees and the City of Portland conducted their own public involvement process and prioritized among competing projects to nominate a "100 percent" list of projects prior to Metro's regional public comment period. JPACT on Sept. 8 will consider including those nominated projects in the regional public comment period. So this fall, Metro will ask the public to provide refinements – "how can we improve upon the project proposal to address program criteria and meet your needs?" – rather than weighing one project against another. The public may still want to make the case for projects that were rejected at the local level over the summer, and that could help inform JPACT decisions if it wants to reconsider some projects in December. But the main ask for the fall comment period is expected to focus on refining the proposed projects that made it through local agencies over the summer.

With only about 10 projects and a 100 percent list, staff can focus outreach efforts on the communities that would be most impacted by the proposed projects. This means the possibility of reaching neighborhood associations, school PTAs, downtown business associations and other local communities or organizations, rather than entire cities or the region as a whole.

Outreach can potentially better reach underserved communities. With an approach that has tighter geographic boundaries, it should be easier to identify environmental justice (ethnic minority, low income, Limited English Proficiency) and underserved (seniors, disabled) communities. With Metro and

local agency knowledge of the project areas, outreach efforts should be able to work with stakeholder groups to seek relevant comments.

Outreach can potentially deliver measurable results. With comments that raise themes and ideas for refinements to specific projects, the public comment report could give Metro and local agencies a collection of ideas that they can incorporate into the project either immediately or as a condition on future project development work.

To achieve the goal of a more focused approach, staff proposes several strategies. First, we want to **focus on gathering comments with the web comment tool**. During the last cycle, we had about 800 comments using the tool. Clearly, the public finds it accessible. The Communications Department's Community Engagement Best Practices guide indicates that web based comment tools are primarily designed for gathering ideas from the public. They can also help accomplish outreach to EJ and underserved populations.

Second, **social networking can help circulate access to the comment tool** to the neighborhood level groups and self-selected people who may have an interest in a project.

Third, **stakeholder groups and neighborhood organizations** should be identified and offered to assist in gathering comments from residents potentially impacted by proposed projects.

Fourth, **printed material should be made available, but not emphasized**. The web-based comment tool can have far wider, faster distribution, with as much or more content than a printed factsheet or brochure.

Attachment B

2014-15 RFFA - Step 1: regional programs

Program name	RFF request
Transit Oriented Development	\$5,950,000
High Capacity Transit Bond	\$26,000,000
High Capacity Transit Development	\$4,000,000
Transportation System Management & Operations/Intelligent Transportation Systems	\$3,000,000
Regional Travel Options	\$4,539,000
Regional Planning	\$2,244,000
Corridor & Systems Planning	\$1,000,000
Metropolitan Mobility Funding Preparedness	\$1,000,000
Total	\$47,733,000

Attachment B

2014-15 RFFA project nominations - Step 2: local projects

Sub-region	Project	Lead agency	Focus area	Phase	RFF request	Total Project Cost
Washington Co	Hillsboro Regional Center: Oak and Baseline	Hillsboro	AT/CS	PD	\$500,000	\$557,227
	West Fork of the Tonquin Trail-Cedar Creek Greenway Trail	Sherwood	AT/CS	Cons	\$5,112,000	\$5,697,091
	Hwy 8/47 Intersection Improvements	Forest Grove/ODOT	GE/FI	Cons	\$1,312,000	\$1,462,164
City of Portland	East Portland Active Transportation to Transit Project	Portland	AT/CS	Cons	\$3,373,000	\$3,759,055
	Portland Bike Share	Portland	AT/CS	Cons	\$2,000,000	\$2,228,909
	SE Foster Road Safety Enhancement and Streetscape Project (50th - 84th)	Portland	AT/CS	Cons	\$1,250,000	\$1,393,068
	N Burgard-Lombard Project: N Time Oil Road-Burgard St Intersection	Portland	GE/FI	Cons	\$2,363,000	\$4,240,000
E. Multnomah Co	Arata Road Improvements	Multnomah Co	AT/CS	Cons	\$1,669,000	\$1,860,025
	Sandy Blvd: 230th - 238th Drive	Multnomah Co	GE/FI	Cons	\$659,000	\$734,425
Clackamas Co	17th Avenue Multi-use Trail	Milwaukie	AT/CS	Cons	\$2,969,000	\$3,308,815
	Clackamas County Regional Freight ITS Project	Clackamas Co	GE/FI	PD/Cons	\$790,000	\$880,419
Regional	Regional Over-dimensional Truck Route Plan	Metro/Portland	GE/FI	Study	\$100,000	\$111,445
	Regional Freight/Passenger Rail Investment Strategy	Metro	GE/FI	Study	\$400,000	\$445,782
	Vehicle Electrification	Metro	Other	N/A	\$500,000	\$557,227

AT/CS: Active Transportation and Complete Streets

GE/FI: Green Economy and Freight Initiatives

PD: Project Development

Cons: Construction

Total \$22,997,000 \$27,235,654

Attachment B

2014-15 RFFA Project and Program Descriptions:

Region-wide programs

Transit Oriented Development – Metro’s Transit Oriented Development (TOD) program works directly with developers and local jurisdictions to create vibrant downtowns, main streets and station areas by helping to change land use patterns near transit. The program attracts private investment in construction of compact and mixed-use buildings.

High Capacity Transit Bond – The region’s long term commitment to pay for development of the high capacity transit (HCT) system. The RFFA funding for 2014-15 provides supplemental resources necessary to implement the Regional Transportation Plan and the Regional High Capacity Transit Plan in order to complete the region’s list of 16 high capacity transit projects.

High Capacity Transit Development – This program works on completing analysis necessary to continue development of the high capacity transit (HCT) system in the region. The funds requested will ensure progress is made on the current priority – Southwest HCT corridor.

Transportation System Management & Operations (TSMO)/Intelligent Transportation Systems (ITS) – The TSMO program coordinates both the planning and implementation of the region’s system management and operations strategies to enhance multi-modal mobility for people and goods. The activities of this program focus on proactive management to maximize the efficiency of the existing transportation system with such investments as improving signal timing to reduce travel delays or to provide the transportation data management and communications that allow real-time travel information to be provided to travelers.

Regional Travel Options (RTO) - RTO is the region's tool to manage congestion and reduce air pollution. RTO implements transportation demand management strategies such as encouraging employers to provide end-of-trip facilities such as carpool and bicycle parking to help employees choose options other than driving alone. RTO also addresses non-commute trips through programs such as individualized marketing; helping residents try new travel options for some or all of their trips.

Regional Planning – These funds support Metro’s work to meet federal mandates for Metropolitan Planning Organization activities established through federal transportation authorization bills. Among these requirements are to develop the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Program (MTIP) - efforts that facilitate efficiencies in the transportation system by ensuring transportation agencies and service providers are working cooperatively toward the same goals with compatible facilities.

Corridor & Systems Planning - This program focuses on completing planning level work in corridors that emphasizes the integration of land use and transportation in determining regional system needs, functions, desired outcomes, performance measures, and investment strategies. This work enables jurisdictions and other regional agencies to prioritize investments in the transportation system that improve people's ability to travel in their communities using transit, automobile, biking and walking.

Metropolitan Mobility Funding Preparedness – These funds would be used to prepare consensus-based regional strategy and applications to more successfully compete against other metropolitan regions for state and federal funding targeted to mobility projects in metropolitan areas.

Attachment B

Projects and studies

Active Transportation and Complete Streets projects:

Hillsboro Regional Center: Oak and Baseline - The Oak/Baseline road diet will enhance safety by providing traffic calming features, reducing vehicle speeds, possibly reducing the number of travel lanes from 3 to 2 lanes (on each street), and improving pedestrian and bicycle access. It will reduce the barrier effect of Oak and Baseline for the low-income, ethnically diverse community on the south side of downtown. The project will increase non-auto trip access, via transit, walking and/or biking to essential services offered to the north of these streets such as Tuality Hospital, the Virginia Garcia Clinic at Pacific University, Washington County services and transit access.

West Fork of the Tonquin Trail-Cedar Creek Greenway Trail – The trail will provide a major multi-modal travel corridor within Sherwood connecting sections of the City currently separated and without adequate pedestrian connections. This connection will include an at-grade crossing of Hwy 99W and sidewalk improvements along Hwy 99W and feeder trails to neighborhoods so that citizens may reduce vehicle trips to destination points within the City and ultimately connect the City regionally with the Tonquin Trail, part of the Metro regional trail network to the south and the Westside Trail and Tualatin River National Wildlife Refuge.

East Portland Active Transportation to Transit Project - The purpose of this project is to elevate transit, bicycling and walking rates in this part of East Portland to the higher levels seen in those neighborhoods that currently have the best conditions and rates of transit and bicycle use. It will accomplish this by developing a significant spine of a bikeway network that connects directly to light rail, improves the pedestrian-transit connection and then promotes the use of this system.

Portland Bike Share - Portland Bike Share's primary goals are to attract Portlanders to bicycling, increase the number of bicycling trips, reduce the number of single occupancy vehicle trips and therefore improve Central City circulation. PBOT foresees 350,000 to 500,000 bike sharing trips in the first twelve months of operation. Phase one of the Portland bike sharing system will include enough bicycles to provide a high level of service to the Central City plus a potential spur line and pilot satellite stations. Station density will average roughly one station every five city blocks on the west side with more targeted station placement on the east side in order to serve high density employment, residential, and commercial sites, while connecting users to transit stations.

SE Foster Road Safety Enhancement and Streetscape Project (50th – 84th) - T Crossing SE Foster Rd is a safety challenge and barrier, especially for seniors and children going to nearby schools and transit. Walking along SE Foster Rd and waiting to access transit is often harsh, uncomfortable and uninviting, given the high volume of fast moving motor vehicle traffic and lack of pedestrian-scale lighting, street trees, and other pedestrian and transit amenities that help buffer from traffic. The project will design and construct priority elements of the *Foster Road Transportation and Streetscape Plan* (2003) along SE Foster Rd between SE 50th Ave and SE 84th Ave. It will primarily focus on pedestrian and bicycle crossing safety and access to transit, followed by streetscape improvements in the priority Districts identified in the 2003 Plan.

Arata Road Improvements - The project will substantially improve pedestrian and bike safety along Arata Road with the addition of sidewalks, lighting, and landscaping. These elements will contribute to traffic calming along this heavily used collector by establishing a streetscape that identifies the neighborhood environment Arata Road will be transformed from a two-lane road with substantial

Attachment B

sidewalks gaps and no bike lanes into an active transportation corridor connecting dense and diverse residential areas with commercial and civic amenities in the Fairview and Wood Village Town Centers and two regional bus routes.

17th Avenue Multi-use Trail - The proposed project would link two significant regional multi-use trail systems; the Trolley Trail and the Springwater Corridor, completing a key link in the regional bike/pedestrian/multi-modal system. This particular link in the system is a key element in a direct, seamless, off-road bicycle travel/commute route from Gladstone to downtown Portland. Bike and pedestrian improvements on SE 17th Avenue will significantly improve connectivity for the currently revitalizing downtown Milwaukie (designated a Town Center) and the Milwaukie riverfront area (construction to begin in September 2011.)

Green Economy and Freight Initiatives:

Hwy 8/47 Intersection Improvements - This intersection and need for improvement is not only significant because of its close proximity to the City Industrial Park, but this intersection is the primary through-route access for freight traveling to/from Highway 26, the Oregon Coast, and further regional travel access south of Forest Grove. This project will reduce freight vehicle delay by addressing a bottleneck at an intersection of two freight routes and improves pedestrian safety by adding a pedestrian crossing where currently none exist.

North Burgard-Lombard (“Around the Horn”) Project: North Time Oil Road-Burgard Street Intersection Improvements - The purpose of this project is to improve freight mobility and industrial land access along a designated freight route in a regionally significant industrial district. The needs addressed with this project include reducing freight delay, improving mainline system performance, and improving safety along a high volume NHS freight route.

Sandy Blvd. Improvements: 230th - 238th Drive - The purpose of this project is to address the substandard road conditions on NE Sandy Blvd. that affect existing freight access between existing freight-oriented businesses and other Metro Title 4 industrial lands and I-84 via Exit 16 at 238th Avenue. The project is needed to bring Sandy Blvd. to urban arterial standards, improving the safety of current travelers and attracting new industries and jobs to “shovel-ready” industrial sites. Currently, there are over 1,100 jobs with a number of major employers in the project area. They have been attracted by the good regional inter-modal freight access.

Clackamas County Regional Freight ITS Project - The purpose of the project is to improve the reliability of the regional freight system by reducing freight vehicle delay in known congested areas through a variety of ITS system enhancements. The Clackamas County Regional Freight ITS Project is a two part process. It includes the creation of a Freight ITS Plan in Phase 1 and the prioritized implementation of that plan in Phase 2.

Regional Over-dimensional Truck Route Plan - This project will identify the most commonly used and the preferred routes for the movement of over-dimensional vehicles and document the minimum clearance requirements to accommodate over-sized loads in the Metro region. The focus of the project will be to develop a seamless over-dimensional vehicle route system that transcends jurisdictional boundaries. Physical and operational constraints that impede safe and efficient freight movement on identified regional truck routes will be defined and recommend transportation improvements and planning-level cost estimates to remove these constraints will be developed.

Attachment B

Regional Freight/Passenger Rail Investment Strategy - In order to leverage both funding and other non-monetary resources within the region, a common, updated and more robust understanding of rail challenges and opportunities is needed. Recently, the Port of Portland has engaged a consultant to examine mainline access and capacity to the Port and other issues. The regional freight/passenger rail investment strategy proposed here would pick up where the Port leaves off, incorporating findings and would be scoped to complement, the work occurring at national, state, city and port scales.

Attachment C

600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700
503-797-1804 TDD
503-797-1797 fax

www.oregonmetro.gov



Date: August 23, 2011
To: Joint Policy Advisory Committee on Transportation (JPACT) & Interested Parties
From: Deena Platman, Principal Transportation Planner
Subject: FY 2014-15 Regional Flexible Fund Allocation – Vehicle electrification funds

Purpose

Consider TPAC recommendations for funds set aside to support vehicle electrification readiness and release project nominations for public comment. The project nominations include:

- Market research/public education campaign – research public’s concerns and knowledge of electric vehicles. Form public/private partnership to educate public about shift to electric transportation and help stimulate adoption.
- “Last Mile” support – develop demonstration projects for EV enabled shuttle trips between transit centers and employment/commercial centers.
- Workplace and multifamily charging – invest in demonstration projects to support Level I/II charging for workplace and multifamily housing.
- EV Fast Chargers – Install Level 3 charging stations in the Portland metro region, which can fully charge an EV in 20-30 minutes.

Background

On July 8th 2010, JPACT adopted a one-time set aside of \$500,000 for electric vehicle (EV) acquisition and infrastructure development. Metro convened an ad hoc work group comprised of TPAC members and EV knowledgeable staff from partner agencies to craft options for applying these funds. Participants included:

Andy Back - Washington Co/TPAC	Scott King – Port of Portland
Karen Buehrig – Clackamas Co/TPAC	James Mast – Drive Oregon
Peter Brandom – City of Hillsboro	John Macarthur - OTREC
Ronda Chapman-Duer – Washington Co	Young Park - TriMet
Katja Dillmann – City of Portland	Deena Platman - Metro
Warren Fish – Multnomah Co	Eben Polk – Clackamas County
Ashley Horvat - ODOT	

The work group met twice, on July 26, 2011 and August 8, 2011, to generate, evaluate and prioritize a set of project options that would be considered by JPACT for advancement into the RFFA public comment period that begins on September 13th, 2011.

TPAC considered the work group recommendations and with some modifications provided this recommendation to JPACT.

Oregon's EV Readiness Activities

Oregon is a national leader in the transition to vehicle electrification. There are a number of active initiatives that have bearing on how the RFFA funding could be applied most effectively.

- *Transportation Electrification Executive Council (TEEC)* – In September 2010, then Governor Kulongoski formed the TEEC to develop and implement actions to coordinate public, private and civic leadership to ensure that Oregon is well-positioned to capitalize on the economic benefits of transportation electrification. The council continues its work under the leadership of Governor Kitzhaber. Multnomah County Commissioner Jeff Cogen serves as its chair. For more information, go to <http://www.orsolutions.org/statewide/electrification.htm>
- *EV Project* – In 2009, the U.S. Department of Energy awarded a \$99.8 million grant to ECOtality to install 14,000 electric vehicle charging stations in six states including Oregon. ECOtality is partnering with Nissan North America to deploy approximately 1,000 Nissan Leaf electric cars in Oregon and as many as 2,500 charging stations to be installed at homes and businesses that choose to purchase the Leaf and participate in the program. The grant will focus on the Portland, Eugene, Salem and Corvallis areas. For more information, go to <http://www.theevproject.com/>
- *West Coast Green Highway* – The West Coast Green Highway is an initiative to promote the use of cleaner fuels in the I-5 corridor. California, Oregon, Washington, and British Columbia are partnering with the private sector and other agencies to lay the groundwork for a smooth and rapid shift to widespread use of vehicles that run on electricity and other sustainable fuels. ODOT received \$700,000 in federal stimulus funds to install up to eight EV fast-charging stations in southern Oregon, from Cottage Grove to Ashland. The initiative is meant to complement existing EV charging installations underway and to electrify an important leg of the West Coast Green Highway to the California border. For more information go to <http://westcoastgreenhighway.com/about.htm>
- *TIGER II Grant for Electric Vehicle Infrastructure* – In October 2010, ODOT also announced that it received an additional \$2 million from the TIGER II program of the U.S. Department of Transportation for up to 22 EV fast-charging stations. For more information, go to http://www.oregon.gov/ODOT/HWY/OIPP/inn_ev-charging.shtml

- *Clean Cities Community Readiness and Planning for Plug-in Electric Vehicles (PEV) and Charging Infrastructure Grant* – Business Oregon submitted a grant proposal to leverage and accelerate current investments by developing and implementing a statewide integrated PEV plan. The U.S. Department of Energy will announce grant awardees in September 2011.

Project Priorities and Considerations

Cognizant of the dynamic environment for transportation electrification, the work group brainstormed ideas and developed evaluation criteria to help narrow down the ideas to a few recommended project options. The group ranked each project idea as high, medium or low for the following criteria:

- Contributes to readying the region for transportation electrification in the near term.
- Supports region's effort to attract green industries and jobs.
- Opportunity to leverage other resources and/or integrate with other regional and statewide efforts to advance transportation electrification.
- Provides a benefit to environmental justice and underserved communities.
- Politically and technologically feasible in the near term.

The project ideas landed into one of three categories: Readiness Education and Outreach, Charging Infrastructure Investment, and Vehicle Investment. The work group regarded projects that addressed public readiness for transportation electrification or provided charging infrastructure as the most effective use for these funds because they can be used to augment current activities. The work group ranked the vehicle investment options low because the available funds were too small to make a real impact in expanding the EV fleet given the cost differential between internal combustion engine vehicles (ICEs) and EVs, particularly for urban delivery vehicles.

The TE work group prioritized, and TPAC concurred with the following options for investing dedicated vehicle electrification funds:

Option	Description	Considerations
Readiness Education and Outreach		
A.	Market research/public education campaign – research public’s concerns and knowledge of EVs. Form public/private partnership to educate public about shift to electric transportation and help stimulate adoption.	<ul style="list-style-type: none"> ▪ Opportunity to leverage other public or private funding sources ▪ Scalable, could be combined with other options ▪ Accelerate funding to FY 2012
Charging Infrastructure Investment		
B.	“Last Mile” support – develop demonstration project for EV enable shuttle trips between transit centers and employment/commercial centers.	<ul style="list-style-type: none"> ▪ Opportunity to leverage other public or private funding sources ▪ Makes EV technology potentially accessible to EJ/underserved populations
C.	Workplace and multifamily charging – invest in demonstration projects to support Level I/II charging for workplace and multifamily	<ul style="list-style-type: none"> ▪ Location types not addressed by existing EV charging projects ▪ Opportunity to public or private leverage other funding sources ▪ Makes EV technology potentially accessible to EJ/underserved populations
D.	EV Fast Chargers – Install Level 3 charging stations in the Portland metro region, which can fully charge an EV in 20-30 minutes.	<ul style="list-style-type: none"> ▪ Augments current fast charge projects ▪ Opportunity to leverage other public or private funding sources

TPAC Recommendation

While the Transportation Electrification work group offered priorities for how to invest these funds, they cautioned that the EV landscape is fast evolving. TPAC suggests that JPACT advance project ideas for public comment to generate input but refrain from a final allocation decision until nearer to when the funds become available to ensure the investment is in sync with future market conditions. This would be achieved by adopting project direction in December 2011 with a review of that decision by the spring of 2013, utilizing any market or educational research, prior to investment in capital material.

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August 26, 2011

Portland Plans for Transit All Powered by Electricity

By **KEN BELSON**

PORTLAND, Ore. To drivers passing by on Martin Luther King Jr. Boulevard, the structure rising above the parking lot is mostly unremarkable. But to the eco-elites who gathered in this green-leaning city in June for its unveiling, it represented a blueprint for the filling station of the future.

The roof of the 12-foot-tall steel canopy, built by EV4 Oregon, is covered with solar cells that generate power for a pair of ECOtality Blink Level 2 [electric-vehicle](#) chargers at the base. The facility is connected to the electrical grid, so any excess electricity from the solar cells can be sent to the local utility.

The canopy is more than just a sunny-day design: other installations will include an underground bank of batteries to store electricity for distribution after dark. As the electric vehicle population grows, more canopies can be added to create a covered parking lot.

“This is the future, my friends, and it will make a difference,” said Jeff Cogen, chairman of the Multnomah County Commission and one of several dignitaries to attend the ribbon-cutting ceremony. “Hopefully, in 20 years, we can look back and say, ‘I remember when these were introduced.’ ”

With major automakers like General Motors and Nissan now selling plug-in vehicles, charging stations like this one are seen as a vital element in persuading drivers to adopt zero-pollution cars. Without a convenient place to replenish batteries away from home, electric cars would be a hard sell for consumers.

And finally coming online after years of false starts and schedule delays — even in a city that presents itself as a hub for all things electric — these chargers are a welcome sign that the logjams holding back the acceptance of electric cars may at last be breaking up.

Rather than just promote electric vehicles and the installation of charging spots, a coalition of government officials, carmakers, academics and local utilities is trying to integrate all forms of electric transportation into the city.

“Electric vehicles are just a part of the way we’re going to make cities smarter and more efficient,” said Deena Platman, a transportation planner at Metro, the regional planning agency. “It’s the next evolution in sustainability in the city.”

In many ways, electric vehicles are a good fit in Portland. The city is compact enough that the average day’s driving of most households, about 20 miles, is easily covered on a single battery charge. Three-quarters of the state’s residents live along the Interstate 5 corridor between Portland and Eugene, two hours south. Oregon also relies heavily on **hydroelectric** power, which produces no direct carbon emissions.

Portland has a dense street-car and light-rail network, and the city has the country’s highest per-capita ownership of **Toyota Prius** hybrids, according to George Beard, a manager in the Office of Research and Strategic Partnerships at Portland State University.

Portland’s embrace of all things electric is one reason why Toyota chose it as one of the cities where it is testing its new plug-in hybrid Prius, which is expected to be introduced in 2012. Green Lite, a local start-up, is creating a plug-in hybrid prototype that it says gets 100 miles per gallon. Eaton, an automotive supplier and infrastructure company, plans to build fast chargers at its plant in Wilsonville, south of Portland.

“Eaton Corporation is working to expand the electric vehicle charging infrastructure and ensure that drivers of these vehicles have the peace of mind they need when commuting,” said Tom Schafer, vice president and general manager of Eaton’s Commercial Distribution Products Division.

These and other companies in Oregon are trying to tackle a key challenge to the electrification of the vehicle fleet: how to install enough chargers so drivers can get past their concerns of finding charging stations away from home.

Installing a charger in a homeowner’s garage is relatively straightforward. Putting chargers on public property is more complex. Who, for example, will install and maintain the chargers? How much will the electricity cost? Who is responsible if pedestrians trip over electric cords? How much should electric vehicles pay to park at chargers?

“The issues are insane,” said Mark Gregory, an associate vice president of finance and administration

at Portland State University, which is part of the coalition studying various issues. "In two years, we hope to answer these questions."

One laboratory for exploring these issues is a short walk from Mr. Gregory's office. A one-block stretch of downtown, nicknamed Electric Avenue, was conceived as an oasis for all types of electric vehicles, and a vision of how these vehicles can fit into a broader transportation system. Indeed, the avenue runs adjacent to a transit mall on Sixth Avenue where buses, street cars and the light-rail network converge, making it a vibrant hub for residents on their way to work, class or a shop or restaurant.

Electric Avenue's power lines, buried under the street, will provide the electricity for eight chargers made by seven different companies. Drivers pay normal parking rates, and the electricity for their vehicles is free, subsidized for two years by Portland State University. In all, the installation cost about \$80,000.

"We are trying to figure out how to meld it into the urban landscape," said Mr. Beard of Portland State, which spearheaded the Electric Avenue project with the city and Portland General Electric, the local utility. "We want to capture data on vehicles and chargers and gauge the public's interest."

The findings from the Electric Avenue study will complement a \$100 million federally financed project to install 1,100 public chargers around the state. About 100 of the chargers have been installed, though the project is about a year behind schedule.

The ultimate goal, though, is to make available more of the direct-current fast chargers that will replenish a battery in half an hour or less. A handful already exist in Portland, and the Oregon Department of Transportation has chosen AeroVironment, of Monrovia, Calif., to install another 22 of these fast chargers. But because there is not yet a uniform standard for their plugs, their introduction has been slower.

At least in Portland, where the appetite for electric vehicles is strong, the fast chargers cannot come soon enough.

"We're idled at the green light of opportunity," Mr. Beard said.



Metro | Memo

Date: August 31, 2011
To: JPACT
From: Andy Cotugno, Senior Policy Advisor
Subject: TIGER 3 Applications

On August 11, the newly formed JPACT Finance Subcommittee met to begin developing recommendations on transportation financing in the face of a significantly changing federal funding situation. In particular, the Subcommittee discussed the merits of prioritizing grant applications being submitted from throughout the region and whether it would enhance the prospect of success.

A significant discretionary grant opportunity that is pending is for the third round of TIGER funding (Transportation Investments Generating Economic Recovery) with pre-applications due October 3 and full applications due October 31.

The JPACT Finance Subcommittee directed staff to work with TPAC to develop an approach for objectively rating the candidate applications to ensure the region is being the most competitive in a very competitive nationwide process. An important element of being competitive is to be very clear to USDOT that the region is supportive of the projects that score well under the published criteria and to establish a broader regional base of support for the applications.

Based upon this evaluation, JPACT would consider at their October 13 meeting which application(s) merit endorsement. In order to provide JPACT with a thorough and objective evaluation, jurisdictions that want consideration of an endorsement letter need to provide the pre-application that is submitted to USDOT outlining the following information to facilitate the rating and endorsement process by October 3:

1. Project description including scope and cost (including a description of the level of detail that the cost estimate is based upon).
2. Project finance plan including the level of commitment to each element of the finance plan with priority to projects that are highly leveraged with other sources and TIGER is the final funding commitment to finalize the plan.
3. A description of the project readiness to proceed to construction as soon after the grant award. Specific actions that demonstrate quick readiness should be included such as clearance of environmental permitting, ownership of right-of-way or written support from property owners from which right-of-way will be acquired and sufficient demonstration of engineering feasibility that the schedule is feasible.
4. Information that demonstrates the project rates highly on as many of the TIGER primary rating criteria as possible:
 - a. Contribute to a state of good repair of the jurisdictions infrastructure as supported by an asset management plan.
 - b. Contribute to the economic competitiveness of the US through:
 - i. Increasing economic efficiency and reliability;
 - ii. Improved economic competitiveness of specific locations or disadvantaged populations;
 - iii. A net gain in economic benefit not a transfer from another location (within or outside the region).
 - c. Foster livable communities through:
 - i. Support of the HUD/EPA/DOT Livability Principles;*

- ii. Provide more transportation choices;
 - iii. Provide benefits beyond transportation.
 - d. Benefit the environment by:
 - i. Demonstrating reduction of energy and greenhouse gases;
 - ii. Demonstrating the avoidance of adverse environmental impact;
 - iii. Include features that provide environmental enhancement.
 - e. Improve safety by reducing the number, rate and consequence of crashes, injuries and fatalities to drivers and non-drivers.
- 5. Information that demonstrates an increase economic activity and jobs through:
 - a. Demonstration of a Benefit/Cost calculation greater than 1.0;
 - b. Demonstration of short-term job creation of direct, indirect and induced jobs from construction (this can use the USDOT rule-of-thumb of \$92,000 of construction expenditure net of right-of-way and engineering per job year).
- 6. Information that demonstrates the project meets the TIGER secondary rating criteria, including:
 - a. Use of innovative strategies to deliver the project;
 - b. Demonstration of strong partnerships especially that integrate transportation with other public service efforts.

Issues for JPACT consideration:

- Are there additional criteria beyond the federal criteria to reflect regional policies? TPAC recommended not adding any additional criteria at this late date in the application process.
- Are there particular measurement methods suggested (the TIGER criteria emphasize a very rigorous method of quantitative measure)?
TPAC did not suggest any additional measurement methodologies since the grant notice already has detailed instructions.
- Should there be a special committee created (perhaps from TPAC Citizen members) to assist in the rating and interpret which projects rate best?
TPAC supported convening the Citizen Members of TPAC to review the evaluation before submitting to JPACT.
- For future grant opportunities should there be an early screening step to identify competitive project opportunities?
TPAC supported scheduling a discussion about project possibilities at the beginning of the solicitation process in the future.

Next Steps:

- Review by JPACT on September 8
- Jurisdictions submit project pre-applications by October 3
- Metro staff and TPAC citizen members evaluate projects
- JPACT reviews and considers endorsement at October 13 meeting

* HUD/DOT/EPA Livability Principles:

- | | |
|--|--|
| 1. Provide More Transportation Choices | 2. Support Existing Communities |
| 3. Promote Equitable, Affordable Housing | 4. Coordinate Policies and Leverage Investment |
| 5. Enhance Economic Competitiveness | 6. Value Communities and Neighborhoods |

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A) RESOLUTION NO. 11-4290
CONSORTIUM GRANT APPLICATION TO THE)
US DEPARTMENT OF HOUSING AND URBAN) Introduced by
DEVELOPMENT FOR A SUSTAINABLE)
COMMUNITIES REGIONAL PLANNING)
GRANT)

WHEREAS, the US Department of Housing and Urban Development (HUD), the US Department of Transportation and the US Environmental Protection Agency have come together to form the Partnership for Sustainable Communities (The Partnership);

WHEREAS, in support of The Partnership, the US Department of Housing and Urban Development has released a Notice of Funding Availability for a Sustainable Communities Regional Planning Grant Program;

WHEREAS, the intent of the program is to fund the development of a Regional Plan for Sustainable Development or a Detailed Execution Plan and Program for a Regional Plan for Sustainable Development;

WHEREAS, the grant program is available for application by a consortium comprised, at a minimum, of the metropolitan planning organization, the traditional principle city, local governments representing at least 50% of the area's population and non-profit organization(s), foundation(s) or educational institution(s) that have the capacity to engage diverse populations;

WHEREAS, the Portland metropolitan area has a Regional Plan for Sustainable Development in the form of the 2040 Growth Concept and various state, regional and local implementation instruments which has been successful at addressing land use, transportation and environmental protection and enhancement;

WHEREAS, the Portland metropolitan area has invested in a multi-modal transportation system, particularly in light rail, bus, bike pedestrian and demand and system management linked to regional and local land use plans and regional and local programs for preserving and enhancing significant natural habitat producing significant benefit for the community;

WHEREAS, the plan is deficient in addressing housing affordability and the benefit to the community is not equitably shared by all members of the community, especially low-income communities and communities of color;

WHEREAS, a consortium has formed to seek a grant from HUD to address housing needs, access to opportunity and equity through a unique partnership between public and private service providers, providers of housing and community-based organizations that represent populations typically underserved that lack adequate access to the decision-making system;

WHEREAS, the Joint Policy Advisory Committee on Transportation at their meeting on _____ in their capacity to act on all matters of the metropolitan planning organization and the Metro Policy Advisory Committee at their meeting on _____ in their capacity under the

Metro Charter to advise on land use matters have recommended support of this grant application; now therefore

BE IT RESOLVED that the Metro Council:

1. Acknowledges the significance of addressing regional housing affordability and equitable access to opportunity.
2. Acknowledges the convening of a consortium to serve as the mechanism for regional collaboration as substantially reflected in the attached Declaration of Cooperation (Exhibit A).
3. Authorizes the submittal in collaboration with the Consortium of an application for HUD funds under the Sustainable Communities Regional Planning Grant Program to address housing needs, access to opportunity and equity as substantially reflected in the attached concept (Exhibit B) and concurs with Metro serving as the lead applicant.
4. Commits local match support for the project.

ADOPTED by the Metro Council this [insert date] day of [insert month], 2011.

Tom Hughes, Council President

Approved as to Form:

Alison Kean Campbell, Acting Metro Attorney

Note: Logos to change according to who signs on.



Portland Region Sustainable Communities Consortium
Building sustainable communities through opportunity, equity
and access to housing

DECLARATION OF COOPERATION
 8/31/2011

Our Intent

The Portland metropolitan region has long been a national leader in developing and implementing innovative approaches to land use and transportation planning, responsible resource use and climate protection. After investing decades of work building healthy communities and preserving natural resources, our region is widely viewed as a prosperous and livable place.

Yet we also know that prosperity and the exceptional quality of life for which our region is known is not equitably shared by all who live here, especially members of low-income communities and communities of color. We cannot succeed as a region unless all residents have the opportunity to share equitably in the prosperity and livability we have worked so hard to create and to live in communities that nourish their potential.

- Certain areas of our region are disadvantaged and have not shared in the relative wealth of opportunities found elsewhere in the region.
- Low-income and disadvantaged populations lack capacity and resources to participate in the implementation of the region's plans.
- The region lacks an integrated approach to defining housing needs and aligning investment strategies at the local, county, regional and state levels.
- The region's approach to economic development planning has been fragmented and not integrated into other land use, housing and transportation plans consistently.

This Declaration of Cooperation signals the formation of the Portland Region Sustainable Communities Consortium, a consortium of public and community-based stakeholders for the purpose of working together to seek a grant under the US Department of Housing and Urban Development's (HUD) "Sustainable Communities Regional Planning Grant Program" to support development and implementation of tools strategies addressing housing needs and access to opportunity for all citizens of the Portland metropolitan region. The Declaration of Cooperation signals our intent to achieve the following outcomes:

1. Involve governments, housing authorities, community-based organizations, foundations and the private sector in collaboratively and inclusively developing an integrated regional evaluation of access to opportunity. This will ensure an increased understanding of how actions and investments of each organization contributes to the overall community.
2. Develop programs and resources to expand the capacity and capability of community based organizations to effectively participate in decision-making.
3. Develop a coordinated regional and local approach to determining the housing needs of the changing demographics of the region, the extent to which public and philanthropic programs and the market sector are meeting those needs, and developing a toolbox of best practices to address the unmet needs.
4. Link plans and programs to meet affordable housing needs in the region to ensure access to opportunity through available and planned public services and infrastructure, such as employment opportunities, health care, transportation, education, and recreation.

5. Review the adequacy and availability of public services to *existing* market or assisted low-cost housing in the region, and help local governments evaluate the equity of access to opportunity through current public service distribution in the region.
6. Pilot implementation of these strategies through a focus on several target areas and development of programs to better integrate affordable housing assistance with workforce training and access to transportation options.

To build on these efforts, funding is being sought through HUD's Sustainable Communities Regional Planning Grant Program, which is part of The Partnership for Sustainable Communities established jointly by the US Departments of Housing and Urban Development (HUD), Transportation (DOT) and the Environmental Protection Agency (EPA).

This Declaration of Cooperation constitutes a statement of the good faith and commitment of the undersigned parties, and represents a public commitment to think and lead in new ways and to work in new partnerships, with equity and access to opportunity as a core goal, to develop consensus-based strategies that address the needs of the region as a whole, to strive to identify opportunities and solutions whenever possible, to contribute assistance and support within resource limits as identified in the grant application, and to collaborate with other consortium members in promoting the successful implementation of the agreed-upon strategies. Within 120 days of the award of the grant, the parties to this agreement will need to execute specific contracts to carry out tasks funded through the grant and to refine roles and responsibilities for the conduct of the grant work program.

Intended Outcomes and Products

The development and implementation of tools and resources that increase access to housing, equity and opportunity builds on the region's reputation and practice of multi-disciplinary planning, including forty years of integrating environmental protection, land use and transportation, and fits the objectives of HUD's Sustainable Communities Planning Grant Program. This federal grant program provides an opportunity for the region to build on our success in land use and livability policy by creating new partnerships, policies and investments that increase economic prosperity and promote equity and opportunity for all regional residents.

The overall product of the grant will provide direction for investment in places, people and processes, including:

- **Capacity Building through Community Engagement:**

Increased communication and understanding of community needs and desires through participation in the consortium and its working committees with a provision for stipends for community members on a needs basis.

Investment in effective individual, organizational and community capacity to engage in decision-making and promote democratic ideals and civic engagement in the creation of communities of opportunity.

- **Housing:**

Development of a coordinated regional housing needs analysis that addresses current and projected needs of the diverse elements of the population and definition of public, philanthropic and market based solutions to better meet those housing needs. This will provide the basis for Metro's review of the adequacy of the urban growth boundary and for local governments to update to their local comprehensive plans and community development plans.

Development of a regional assessment of impediments to fair access to housing and the implementation of actions needed to overcome impediments and affirmatively further fair housing. This will build upon the work completed for each county and determine aspects that cross county lines or are of common interest across jurisdictions.

Development of a program to link administration of low income rental assistance to workforce training programs, an increased understanding of the link between housing affordability and the availability of transportation options, and the portability of rent assistance vouchers between counties.

- **Opportunity Mapping:**

The region is currently developing an initial approach to opportunity mapping to better depict access to opportunity relative to the concentration of different demographics. This grant will facilitate the institutionalization of this opportunity mapping by:

Establishing on-going roles and responsibilities for keeping the data current and expanding the quality or coverage of data that is currently inadequate.

Interpreting the conclusions that can be reached from the data to identify the key areas of inadequate access to opportunity that should be addressed.

Establishing policy on the application of opportunity mapping to decision-making related to provision of public facilities and services.

Providing tutorials and web-based access to facilitate increased public access and the application of the opportunity mapping to public and private decision-making.

- **Pilot Areas:** Development of detailed implementation plans to integrate ongoing work into a coordinated investment and action plan to address gaps in access to opportunity. Through the creation of a detailed pilot area in each county with a focus on addressing disadvantaged populations with inadequate access to opportunity, gained knowledge can be shared and serve as a model for further extension throughout the region. The pilot areas are:

The East Portland/Rockwood Corridor
The McLoughlin Corridor Milwaukie south

The Aloha-Reedville Corridor (already funded through a HUD Community Challenge grant)

Governance

- The **Portland Region Sustainable Communities Consortium**, consisting of the signers of this document, will provide a forum for coordination and communication on the findings, conclusions and recommendations of the grant. It will meet approximately quarterly to develop a common understanding of how the actions and investments of each member organization impact one another and to identify opportunities for better alignment and leverage. Membership in the Consortium is intended to include representation from public sector service providers and community based organizations with a broad reach into the community. Additions to the Consortium to more fully represent diverse interests will be considered as needed by the Consortium. The Consortium will be chaired by the Chair of the Executive Committee. Although the geography of the grant is the area encompassed by the Metro boundary, there are ex-officio members of the Consortium from Vancouver and Clark County, WA to provide for coordination and in recognition of the impact actions can have on the other side of the river.
- An **Executive Committee** will be established to provide policy oversight, maintain responsibility for developing policy recommendations and serve as a conduit for the recommendations back to the Consortium and to organizations responsible for implementation. The Executive Committee will be comprised of 12 members, six public sector representatives and six community based representatives. The public sector representatives will be elected officials or chief executives with two appointed from the Metro Council, two from the Metropolitan Policy Advisory Committee (MPAC) and two from the Joint Policy Advisory Committee on Transportation (JPACT). The community based representatives will be selected by the community based members of the Consortium and ensure diverse representation across the interests of the Consortium. The Executive Committee will be chaired by a Metro Councilor.
- A **Project Management Group** will consist of team leads for the work program elements to coordinate work and ensure appropriate engagement of the agencies and community in work related to completion of the grant work program. The Project Management Group will be chaired by the Metro Project Manager.
- A **Grant Management Committee** will be established consisting of grant managers of any element of the grant budget that is sub-allocated for a specific product or task. It will ensure completion of all grant funded products and services consistent with contracted scopes of service. It will ensure all federal, state, and local budget, accounting, grant

compliance and finance rules are followed. The Grant Management Committee will be chaired by the Metro Project Manager.

- A **Community Capacity Building Committee** will oversee and manage the community based organization capacity building grant program.
- An **East Portland/Rockwood Advisory Committee** will oversee development of this target area implementation plan, including all aspects of policy setting, technical support and community outreach. The Committee will be co-chaired by the Cities of Portland and Gresham.
- A **McLoughlin South Advisory Committee** will oversee development of this target area implementation plan, including all aspects of policy setting, technical support and community outreach. The Committee will be chaired by Clackamas County.
- The Executive Committee may solicit through competitive process facilitation and staff support for the Consortium and Executive Committee.
- The Consortium will operate on a consensus-seeking basis. Members of the consortium agree to work with each other in a collaborative manner that develops trust and brings forward interests to be addressed in a supportive manner.
- The “Lead Applicant” of the Consortium will be Metro, with the following authority and responsibilities:
 - Authority to act as the Consortium’s representative when dealing with HUD on behalf of all members of the Consortium;
 - Responsibility for submitting the Grant Application and executing a Cooperative Grant Agreement if awarded;
 - Fiscal and administrative responsibility for the Grant on behalf of the Consortium.
 - Responsibility to serve as a collaborative convener of the Consortium and the Executive Committee.

Declaration of Cooperation

We, the undersigned government organizations, agree to join the Portland Region Sustainable Communities Consortium to seek a HUD grant in our capacity as a public entity responsible for setting policy and funding and implementing infrastructure, programs and services intended to equitably benefit the public.

Government Names and Organizations signing Declaration of Cooperation:

Metro

City of Portland

Tom Hughes, Metro Council President

Sam Adams, Mayor

Multnomah County, OR

Washington County, OR and
Washington County Housing Authority

Jeff Cogen, Chair

Andy Duyck, Chair

Clackamas County, OR and Clackamas
County Housing Authority

Portland Housing Bureau

Charlotte Lehan, Chair

Nick Fish, Commissioner

City of Beaverton (Direct CDBG recipient)

City of Gresham (Direct CDBG recipient)

Denny Doyle, Mayor

Shane Bemis, Mayor

Oregon Housing and Community Services

Portland State University

Margaret Van Vliet, Director

Wim Wievel, President

TriMet

Portland Community College

Neil McFarlane, General Manager

Preston Pulliams, President

Home Forward

Steve Rudman, Executive Director

Southwest Washington (ex-officio)
Regional Transportation Council

Clark County, WA (ex-officio)

Dean Lookingbill, Director

Tom Mielke, Chair

City of Vancouver, WA (ex-officio)

Vancouver Housing Authority (ex-officio)

Eric Holmes, City Manager

Roy Johnson, Executive Director

Declaration of Cooperation

We, the undersigned non-government organizations, agree to join the Portland Region Sustainable Communities Consortium in our capacity as providers of housing and other services to people and communities, and who have needs for services that equitably enhance their access to opportunity.

Community-based Names and Organizations signing Declaration of Cooperation:

Urban League of Portland

Coalition of Communities of Color

Marcus Mundy, President and CEO

Julia Meier, Coalition Coordinator

Housing Organization of Color Coalition

Coalition for a Livable Future

Maxine Fitzpatrick, Chair

Ron Carly, Executive Director

Oregon Opportunity Network

Meyer Memorial Trust

John Miller, Executive Director

Doug Stamm, Chief Executive Officer

The Oregon Community Foundation

Northwest Health Foundation

Gregory Chaillé, President

Thomas Aschenbrenner, President

Oregon Public Health Institute

United Way of the Columbia-Willamette

Mary Lou Hennrich, Executive Director

Howard Klink, Vice President of
Community Investment

Greater Portland, Inc.

Worksystems, Inc.

Sean Robbins, Executive Director

Andrew McGough, Executive Director

Clackamas County
Workforce Investment Council

Kim Parker, Executive Director

STAFF REPORT

IN CONSIDERATION OF FOR THE PURPOSE OF ENDORSING A CONSORTIUM GRANT APPLICATION TO THE US DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT FOR A SUSTAINABLE COMMUNITIES REGIONAL PLANNING GRANT

Date: August 31, 2011

Prepared by: Andy Cotugno
xt. 1763

BACKGROUND

The US Department of Housing and Urban Development has released its second round of funding opportunity under the Sustainable Communities Regional Planning Grant Program. The purpose of the grant program is to provide planning funds to develop a regional plan for sustainable development or if the region already has one, a refinement or implementation plan. The Portland region submitted an application in 2010 but was not successful. This resolution is to authorize submittal of a 2011 application for the geography encompassed by Metro.

The grant opportunity is only available to regions and only through the creation of a consortium of public agencies and community based organizations. The requirement for a consortium is in recognition of the importance of aligning decision-making and investment by the multiple organizations that need to coordinate and to ensure involvement by the community, especially disadvantaged communities. The consortium being created includes local governments, housing authorities, education, state and regional agencies, and community based organizations representing disadvantaged populations, foundations, health interests, workforce training and economic development organizations. Although the grant application does not include Clark County, WA there are ex-officio members of the consortium to ensure effective coordination and to understand the impact of decisions on each side of the bi-state region.

Metro is proposed to be the lead applicant and convener of the Consortium. In addition, there is proposed to be an Executive Committee charged with making decisions on delivery of the grant work program and establishing conclusions and recommendations resulting from the grant. The membership of the Executive Committee is proposed as six public officials and six community based representatives. In order to ensure recommendations of the Executive Committee are developed in collaboration with the implementing jurisdictions, the six public official members of the Executive Committee are proposed to be drawn from the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metropolitan Policy Advisory Committee (MPAC).

The key elements of the grant work program are as follows:

1. Community Capacity Building
 - a. Development of a grant program to assist community based organization to effectively engage in decision-making processes.
 - b. Development of a community leadership and training program.
 - c. Integration of representatives of community based organizations into the committee oversight and decision-making structure for the grant work program, including allowance for a stipend on a needs basis.
2. Housing
 - a. Develop a coordinated regional and local determination of the changing housing needs consistent with changing demographics.

- b. Evaluation of existing public and market-based mechanisms for meeting housing needs and development of recommendations to better meet needs.
 - c. Development of a regional assessment of impediments to fair housing and recommendations of actions needed to overcome impediments to affirmatively further fair housing.
 - d. Pilot a program to link administration of rent assistance administered by the housing authorities with work force training programs and counseling of transportation options.
3. Opportunity Mapping
- a. Development of protocols for updating, improving and interpreting opportunity mapping including roles and responsibilities and funding.
 - b. Development of Metro policy for the application of opportunity mapping to Metro investment decisions.
 - c. Development of web-based access and tutorials on the use of opportunity mapping to encourage greater alignment between investment decisions of other public and private organizations.
 - d. Pilot the development of an implementation strategy to address access to opportunity in two target areas to serve as input to the regional tool and use as a model for application in other areas. The pilot target areas are:
 - i. East Portland/Rockwood
 - ii. McLoughlin South Corridor
 - iii. Aloha-Reedville (funded through a 2010 HUD Challenge Grant)

The grant application is for up to \$5 million and includes both grant funded and in-kind locally funded elements. Work activity that relates to the grant work program that is already funded is counted as in-kind match and work activities that are new and would otherwise not be possible are funded by the grant. The period of the grant work program is two years.

ANALYSIS/INFORMATION

1. **Known Opposition** None apparent
2. **Legal Antecedents** The grant program was authorized by the Department of Defense and Full-Year Continuing Appropriations Act of 2011. The work program for the grant will facilitate Metro's obligation to complete a housing needs analysis and to address how those needs are being met as part of the 5-year review of the urban growth boundary. It would provide a mechanism for Metro to address the six desired outcomes adopted by MPAC and the Metro Council, especially the outcome calling for the benefits and burdens of growth and change being distributed equitably.
3. **Anticipated Effects** Authorize submittal of the grant application. Announcement of the award is expected within 60 days.
4. **Budget Impacts** Total grant is up to \$5 million plus a minimum requirement of 20% local match which can be in-kind match. The grant budget includes both Metro activities and pass-through activities.

RECOMMENDED ACTION

Recommend adoption of Resolution No. 11-4290.



METRO COUNCIL PRESIDENT TOM HUGHES

August 11, 2011

FIRST LAST NAME
AFFILIATION
ADDRESS
CITY, STATE ZIP

A complete list of letter recipients is attached for your review.

Dear FIRST NAME:

I am pleased to invite you and your organization to join a consortium that Metro is convening to address housing affordability, equity and access to opportunity. Formation of this consortium is intended to take advantage of the 2011 notice from the US Department of Housing and Urban Development (HUD) of the opportunity to seek a grant through the Sustainable Communities Regional Planning Grant program.

Under this program, HUD is seeking to provide grants of up to \$5 million to support multi-jurisdictional metropolitan planning efforts to ***“integrate housing, land use, economic and workforce development, transportation and infrastructure investments in a manner that empowers jurisdictions to consider the interdependent challenges of: (1) economic competitiveness and revitalization; (2) social equity, inclusion, and access to opportunity; (3) energy use and climate change; and (4) public health and environmental impact.”*** Under the grant solicitation, applications can be submitted for a Category 1 grant to support the preparation of a Regional Plan for Sustainable Development or a Category 2 grant to fine-tune existing plans and support the preparation of more detailed execution plans.

Through the 2040 Growth Concept and its linkage to local comprehensive plans, the region has an existing Regional Plan for Sustainable Development and is therefore seeking a grant under Category 2 to refine and implement this plan. Through implementation of the 2040 Growth Concept the region has become one of the most livable places in the country and is a national leader in developing and implementing innovative approaches to land use and transportation planning, responsible resource use and response to climate change. However, the exceptional quality of life for which the region is known is not equitably shared by all of its residents, especially members of low-income communities and communities of color. Therefore, the goal of this Sustainable Communities Regional Planning Grant application is to ensure all residents prosper from the region’s efforts to create and sustain economic prosperity and share in the benefits and burdens of growth and change through a coordinated approach to housing affordability, equity and access to opportunity.

This grant will assist in better defining existing and projected conditions impacting housing needs and access to opportunity to facilitate development of implementation plans to address gaps and ensure equitable access by all populations and neighborhoods. To accomplish this, this invitation to join the consortium is being extended to a diverse group of government and

community based organizations (see attachment) to encourage a dialogue about how to best integrate and leverage public and private investments. The grant will facilitate development of tools that can be applied throughout the region, piloting a focused assessment in several target areas, development and piloting of programs to better link housing and prosperity and provision of support to provide capacity building to better enable and empower community based organizations to effectively engage in decision-making.

With existing successful plans in place, this grant will support this important area of refinement and complement other regional initiatives that are already underway:

- to more comprehensively address economic prosperity through the creation of Greater Portland Inc.;
- to implement a consistent and comprehensive program to track progress on key regional indicators through Greater Portland Pulse;
- to comprehensively address reduction of greenhouse gas emissions from vehicles through the mandates of the Jobs and Transportation Act of 2009 directing Metro and the Portland region to evaluate alternative land use and transportation scenarios to meet emission reduction targets adopted by the Oregon Land Conservation and Development Commission;
- to integrate the planning and operation of regional parks and natural areas through the creation of the Intertwine.

The pre-application for the HUD grant is due on August 25 at which time we are required to submit our intended consortium members. When the full application is submitted, expected in late September, we will be required to submit a signed agreement establishing the consortium, its charge, membership and decision-making structure. **At this time please provide me an indication of your intent to participate.** If we are invited to apply following the pre-application step, we will be seeking your signature on the finalized consortium agreement.

For any questions, please contact Andy Cotugno (Andy.Cotugno@oregonmetro.gov; 503-797-1763) or Chris Deffebach (Christina.Deffebach@oregonmetro.gov; 503-797-1921).

Sincerely,



Tom Hughes, President
Metro Council

Cc: Jeff Anderson, Oregon Community Foundation
Metro Council
MPAC
JPACT
Dan Cooper, Acting Chief Operating Officer
Andy Cotugno, Senior Policy Advisor
Chris Deffelbach, Long Range Planning Manager

Portland Metropolitan Area
Housing, Equity and Opportunity Strategy
Proposed Consortium

Government Organizations	Community Based Organizations
<ul style="list-style-type: none"> • Metro • Multnomah County • Washington County • Clackamas County • City of Portland • City of Beaverton • City of Gresham • TriMet • Home Forward • Oregon Housing and Community Services • Portland Community College • City of Vancouver (ex-officio) • Clark County (ex-officio) • Southwest Washington Regional Transportation Council (ex-officio) • Vancouver Housing Authority (ex-officio) 	<ul style="list-style-type: none"> • Urban League of Portland • Communities of Color Coalition • Housing Organization of Color Coalition • Coalition for a Livable Future • Oregon Opportunity Network • Meyer Memorial Trust • The Oregon Community Foundation • Northwest Health Foundation • Oregon Public Health Institute • Greater Portland, Inc. • WorkSystems, Inc. • Clackamas County Business Alliance

Building sustainable communities through opportunity, equity and access to housing

Intended Consortium Membership

<u>Government Organizations</u>	<u>Community-based Organizations</u>
Metro Tom Hughes, Council President	Urban League of Portland Marcus Mundy, President and CEO
Multnomah County Jeff Cogen, Commission Chair	Coalition of Communities of Color Julia Meier, Coalition Coordinator
Washington County and Washington County Housing Authority Andy Duyck, Commission Chair	Housing Organization of Color Coalition Maxine Fitzpatrick, Chair
Clackamas County and Clackamas County Housing Authority Ann Lininger, Commissioner	Coalition for a Livable Future Ron Carley, Executive Director
City of Portland Sam Adams, Mayor	Oregon Opportunity Network John Miller, Executive Director
City of Gresham Shane Bemis, Mayor	Meyer Memorial Trust Doug Stamm, Chief Executive Officer
City of Beaverton Denny Doyle, Mayor	The Oregon Community Foundation Gregory Chaillé, President
Home Forward Steve Rudman, Executive Director	Northwest Health Foundation Thomas Aschenbrener, President
TriMet Neil McFarlane, General Manager	Oregon Public Health Institute Mary Lou Hennrich, Executive Director
Portland State University Wim Wiewel, President	United Way of the Columbia-Willamette Howard Klink, Vice President of Community Investment
Portland Community College Preston Pulliams, President	Greater Portland, Inc. Sean Robbins, Executive Director
Oregon Housing and Community Services Margaret Van Vliet, Director	Worksystems, Inc. Andrew McGough, Executive Director
	Clackamas County Workforce Investment Council Kim Parker, Executive Director



METRO COUNCIL PRESIDENT TOM HUGHES

August 11, 2011

FIRST LAST NAME
AFFILIATION
ADDRESS
CITY, STATE ZIP

This letter was distributed to:

1. Dean Lookingbill, Transportation Director,
Southwest Washington Regional Transportation Council
2. Tom Mielke, Chair, Clark County, WA
3. Eric Holmes, City Manager, City of Vancouver, WA
4. Roy Johnson, Executive Director,
Vancouver Housing Authority

Dear FIRST NAME:

I am pleased to invite you and your organization to join a consortium as an ex-officio member that Metro is convening to address housing affordability, equity and access to opportunity. Formation of this consortium is intended to take advantage of the 2011 notice from the US Department of Housing and Urban Development (HUD) of the opportunity to seek a grant through the Sustainable Communities Regional Planning Grant program. While the geography that we are developing the grant application to focus on is Metro, it would be beneficial to coordinate the analysis, conclusions and recommendations with organizations in Clark County, Washington as well.

Under this program, HUD is seeking to provide grants of up to \$5 million to support multi-jurisdictional metropolitan planning efforts to ***“integrate housing, land use, economic and workforce development, transportation and infrastructure investments in a manner that empowers jurisdictions to consider the interdependent challenges of: (1) economic competitiveness and revitalization; (2) social equity, inclusion, and access to opportunity; (3) energy use and climate change; and (4) public health and environmental impact.”*** Under the grant solicitation, applications can be submitted for a Category 1 grant to support the preparation of a Regional Plan for Sustainable Development or a Category 2 grant to fine-tune existing plans and support the preparation of more detailed execution plans.

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equitable access by all populations and neighborhoods. To accomplish this, this invitation to join the consortium is being extended to a diverse group of government and community based organizations (see attachment) to encourage a dialogue about how to best integrate and leverage public and private investments. The grant will facilitate development of tools that can be applied throughout the region, piloting a focused assessment in several target areas, development and piloting of programs to better link housing and prosperity and provision of support to provide capacity building to better enable and empower community based organizations to effectively engage in decision-making.

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Sincerely,



Tom Hughes, President
Metro Council

Cc: Metro Council
MPAC
JPACT
Dan Cooper, Acting Chief Operating Officer
Andy Cotugno, Senior Policy Advisor

Portland Metropolitan Area
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