ORGANIZING FOR COMPREHENSIVE LAND USE AND TRANSPORTATION PLANNING IN THE PORTLAND-VANCOUVER METROPOLITAN AREA: SOME CONSIDERATIONS AND REFERENCE MATERIALS FOR DISCUSSION

STAFF REPORT

METROPOLITAN PLANNING COMMISSION
NOVEMBER 1964

INTRODUCTION

The signing of agreements for continuing transportation planning in the Portland-Vancouver metropolitan area will require arriving at a concensus on the organizational approach to be adopted. Arriving at a concensus, by definition, requires extensive mutual discussion. The material in this report is presented at this time for the purpose of providing a touch-stone for discussion between local planners, engineers, and members of the Technical Advisory Committee of the Portland-Vancouver Metropolitan Transportation Study, as agreed-upon at the TAC meeting of October 9, 1964.

This is a staff report, preliminary to the formulation of concrete proposals for official consideration. No material herein should be taken to represent in any way the policy of the Metropolitan Planning Commission.

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Fourth Section: Detailing of the 10 elements required by the Federal Aid Highway Act from the Bureau of Public Roads "Guidelines", and including comments and recommendations of the Technical Advisory Committee's Evaluation Sub-Committees

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I THE FEDERAL-AID HIGHWAY ACT OF 1962

The Federal-Aid Highway Act of 1962 requires a continuing, long-range, comprehensive and cooperative transportation planning process as a prerequisite to the use of federal-aid highway funds after July 1, 1965. The word "comprehensive" encompasses both land use and transportation planning activities. The required elements, as defined by the Bureau of Public Roads are:

1. Economic factors affecting development
2. Population studies
3. Land use
4. Transportation facilities, including mass transportation
5. Travel patterns
6. Terminal & transfer facilities
7. Traffic engineering features
8. Zoning ordinances, subdivision regulations, building codes, etc.
9. Financial resources
10. Social and community value factors

The word "cooperative" encompasses all relevant state and local agencies and has been defined by the Bureau of Public Roads to mean:

> "The establishment of a formal procedure--supported by a written memorandum of understanding--between the State highway departments and the governing bodies of the local communities for carrying out the transportation planning process in a manner that will insure that the planning decisions are reflective of and responsive to both the programs of the State highway department and the needs and desires of the local communities. The agreement may be directly between the State highway department and the local governing bodies or by way of an agreement between the State highway department and an agency or agencies embracing the urban area encompassed in the transportation planning process qualified to act in behalf of the local jurisdictions for this purpose. The State highway department will be expected to show by suitable evidence that scrupulous efforts have been made to carry out the intent of the Act with respect to cooperative action by all political subdivisions. If there is an unwillingness on the part of a local political unit within the entire urban area to participate in the transportation planning process in such area, a determination shall be made as to whether the percentage of the urban area affected is such as to negate

an effective planning process for the whole area."

"In addition to indicating the administration, work to be performed, and estimated costs, it would be desirable for the Memorandum of Understanding to establish the organizational responsibilities, the duties and responsibilities of any formal committees to be established, a prospectus or work outline, and staffing to undertake the work. . ..
Examination of the existing study area boundaries should be made with a view to inclusion of areas presently outside the boundaries but experiencing, or likely to experience, significant growth. A designation of the established study area boundaries should then be included in the prospectus. It is unfortunate that the study has been underway for (over four) years without any established prospectus or documentation of the responsibilities of the participating agencies."

"...every effort should be made to establish a procedure that will insure that planning decisions are reflective of, and responsive to, both the program of the State highway department and the needs and desires of the local communities."

"A local community may, however, elect to delegate its responsibilities for carrying out the planning requirement to another jurisdiction or to an agency such as a metropolitan planning commission. Such delegation should be documented by an exchange of appropriate letters, or by a properly adopted resolution or other similar indication of formal action."

The Significance of Federal-Aid Highway Funds -- An indication of the significance of federal-aid highway funds to the development of the metropolitan area is provided by the table on the following page showing total dollars spent for street and highway construction projects having federal aid for the five-year period between 1959 and 1963. Total expenditures for the period for all four counties were $60,337,000, of which $18,301,000 were for other than the federal-aid interstate system. Federal participation is at the rate of about 90 percent on the interstate system and about 50 percent on other projects.

A breakdown of expenditures within the portions of each county contained in the metropolitan transportation Study Area is

TOTAL DOLLARS SPENT FOR STREET & HIGHWAY CONSTRUCTION
PROJECTS HAVING FEDERAL AID, 1959-63 incl.
PORTLAND, OREGON-WASHINGTON SMSA* (in thousands)

	CLACKAMAS	MULTNOMAH	WASHINGTON	CLARK	TOTAL
F. A. Interstate	----	37,997	----	4,039	42,036
F. A. Primary	5,018	2,904	2,581	1,334	11,837
F. A. Secondary	327	916	495	869	2,607
F. A. Non-state Highway**	1,194	1,558	396	709	3,857
TOTAL	6,539	43,375	3,472	6,951	60,337

* Breakdown not available for the PVMTS Study Area.

** Excludes non-matched local expenditures.

SOURCE: State Highway Departments.

not available. It is clear, however, that the Study Area is the area in which improvements will be most urgently needed in the future, and also the area in which right of way acquisition and other costs will be the greatest.

II U.S. HOUSING AND HOME FINANCE AGENCY (HHFA) URBAN PLANNING PROGRAM GUIDE

Federal aid is available for planning work at the rate of two federal dollars for each local matching dollar if it contributes to the preparation, revision or implementation of a Comprehensive Development Plan. The definition of comprehensive planning includes the following activities:

"1. Preparation, as a guide for long-range development, of general physical plans with respect to the pattern and intensity of land use and the provision of public facilities, including transportation facilities, together with long-range fiscal plans for such development.
2. Programming of capital improvements based on a determination of relative urgency, together with definitive financing plans for the improvements to be constructed in the earlier years of the program.
3. Coordination of all related plans of the departments or subdivisions of the government concerned.
4. Intergovernmental coordination of all related planned activities among the State and local governmental agencies concerned.
5. Preparation of regulatory and administrative measures in support of the foregoing activities."

Eligibility for HHFA grants may be contingent, in part, on a showing of specific arrangements for cooperation in order to achieve integration between activities of the Federal Highway Program and the Urban Planning Assistance Program, including the division of costs between the two programs.

for open space acquisition or preservation to the amount of 30 percent, by virtue of being signatory to an agreement providing for Metropolitan Planning Commission review of proposals in the light of metropolitan recreation and open space planning.

5. Air Pollution:

Federal grants are available to metropolitan and regional planning agencies to help finance air pollution studies aimed at a preventive strategy for minimizing air pollution through land use planning and regulation.

6. Sewerage projects:

It is now federal policy that all applications for waste treatment works construction grants must be "accompanied by the comments and recommendations with respect to the project by the planning agency with primary responsibility for metropolitan or regional planning for the area within which the project is to be located..."

7. Planning agency review of other applications for federal assistance:

Federal interest in this technique for relating facilities planning to metropolitan planning considerations appears to be increasing, as evidenced by S. 855 (passed by the Senate) and H.R. 2618 and H.R. 1910. S. 855 requires that applications for grants for urban renewal activities, construction of hospitals, airports, water supply and distribution facilities, sewerage facilities and waste treatment works, urban highways, and public housing within a metropolitan area would have to be accompanied by the comments and recommendations--but not approval--of an official State, metropolitan, or regional planning agency.

IV LOCAL AND STATE PROJECTS RELATED TO COMPREHENSIVE METROPOLITAN PLANNING

1. Willamette Basin Task Force--water resources planning

2. Port of Portland planning program
   Economic base study for the SMSA
   Industrial land requirements study

3. Portland City Planning Commission
   River and harbor development plan
   Community renewal program
   Central business district studies
   School planning

4. Other planning and plan implementation activities:
   Portland City Planning Commission
   Multnomah, Clackamas, Washington & Clark counties
   City-County Planning Dept., Washington County
   Bureau of Municipal Research & Service, planning
   for small cities
   Clark County-Vancouver Regional Planning Commission
   Vancouver City Planning Commission

5. Private market analysts: studies by and for retail firms, banks, investors, subdividers, developers, industrial promotion, etc.

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ALTERNATIVE OBJECTIVES

* To formulate a long-range transportation plan for implementation by the many agencies and levels of government responsible for constructing, operating and maintaining the entire transportation network.

* To obtain an enlightened community concensus on all the major environment-changing proposals which individual agencies are responsible for carrying out, a concensus which will be reflective of a comprehensive evaluation of all related factors and policies, and which will be adequate to support public policies and projects through to their fruition.

* The organizational structure of a region provides the frame of reference for communication and discussion. "Without communication, people attribute to each other -- especially to those with whom they sense a competitive relationship -- sinister motives and goals in conflict with their own. With genuine communication there is openness and candor and, often, the discovery that their respective goals are far more similar than divergent and that cooperation is more in order than competition and conflict." --Penjurdel

SOME ORGANIZATIONAL FEATURES OF OTHER PLANNING STUDIES

1. The Spokane Metropolitan Area Transportation Study has a policy committee composed of one Spokane City Councilman, one Spokane County Commissioner, and one Washington Highway Commissioner. Subject to review and approval by each of the participating agencies, including the Spokane City and County Planning Commissions through the Technical Committee, the policy committee has authority by unanimous vote to approve and change the study specifications and any contracts for consultant work within the limits of the approved budget. The policy committee appoints the study director--who serves at its pleasure--and gives overall direction to the program. The rest of the study staff is appointed by the director. The staff, including the director, is to be employed in compliance with the State Civil Service regulations for payroll and operating fund purposes by the Washington State Department of Highways, but is located in Spokane.

The Technical Committee advises the policy committee and the study director. It consists of the Spokane Director of Public Works and Utilities, Traffic Engineering Director, and Planning Director; the Spokane County Engineer, Assistant County Engineer, and Planning Director; the State Department of Highway District Engineer and District Traffic Engineer, and the State Department of Highways Planning Engineer. The committee selects its own chairman and vice-chairman, for terms of one year only.

The Spokane study is to be financed through an agreed-on percentage allocation as follows:

City, 7½ percent
County, 7½ percent
Motor Vehicle Funds, 10 percent
Federal Aid Highway Funds, 75 percent

2. The Puget Sound Regional Transportation Study has a special study staff with both land use and transportation planning specialists, located in the study area. The director is appointed by and administratively responsible to the state highway department, but is responsible on policy matters to the policy committee. The policy committee contains representatives from the

Puget Sound Governmental Conference
Washington State Highway Commission
Bureau of Public Roads
U.S. Housing & Home Finance Agency
Wash. Dept. of Commerce & Economic Development

The total study budget of $1.6 million is provided by

Cities and counties, 16 percent
HHFA 701 grant, 25 percent
Motor Vehicle & Federal Aid Highway Funds, 59 percent

(See the enclosed paper by John K. Mladinov, Director of PSRTS, entitled "Coordination of Various Agencies in Transportation Planning" for additional detail on the study's approach to solving the problems of coordination and communication in a large and complex region.)

3. Southeastern Wisconsin Regional Land Use - Transportation Study is the responsibility of the Southeastern Wisconsin Regional Planning Commission, according to the terms of a contract executed with the state highway commission. The contract specifies that the Planning Commission will create the committees outlined in the prospectus and convene and maintain records for them, and that the highway commission will be represented on the policy committee and the technical committee.

The financing of the study is on an integrated basis, as distinguished from the arrangement whereby state and local agencies each separately finance and conduct specific studies. The

Planning Commission is a recipient of HHFA 701 funds and, as a contractor for the state highway commission, of state highway planning funds. These funds are pooled in a separate account divorced from the rest of the Planning Commission's activities.

Administrative control is handled by periodic audit and general knowledge of study activities. The distribution of costs between study phases, based on preliminary estimates, does not have to be rigidly adhered to, on the premise that it would cost each agency appreciably more to go it alone. The basic criterion is holding to the agreed study total of $1,987,000, since local and HHFA allocations are based on this figure.

Cost allocations for the program were derived from the distribution of major work elements set forth in the "Regional Planning Program Prospectus", and are agreed on as follows:

Highway Commission & Bureau of Public Roads,	45.07 percent
HHFA grant,	31.32 percent
Regional Planning Commission	23.61 percent

The advisory committees set up by the Regional Planning Commission have broad representation, and should be considered part of the permanent Planning Commission operations rather than functioning mainly for the land use - transportation study. For technical supervision of study procedures, the Planning Commission submits proposed procedures and findings for state and BPR review and approval. Review and approval at the committee level was found to be impractical, since the state and BPR have minority representation on committees which are quite large. Excerpts from the contract make this review procedure quite specific:

> "The Highway Commission hereby reserves the right to review and advise upon basic study methods, procedures and analytical techniques..."

"The progress of the work shall be subject to review and inspection by the Highway Commission and the Bureau of Public Roads at such time as either may desire."

"Immediately after the close of each month a report on the progress of the work shall be submitted to the Highway Commission a copy of which will then be transmitted to the Bureau of Public Roads."

"The Highway Commission and the Bureau of Public Roads reserve the right to review the qualifications of all personnel, staff or consultants to be employed in accomplishing the work and to reject any individual or consultant deemed not fully qualified."

"No reports, maps, or other documents produced in whole or in part under this contract shall be published under this contract without the review and approval of the Highway Commission and the Bureau of Public Roads. However, where agreement cannot be reached on all elements of such documents, each party shall have the right to publish independently, in which event non-concurrence of the other party shall be set forth if requested."

On the subject of personnel for the land use - transportation study the contract between the Regional Planning Commission and the Highway department provides that

"certain personnel of the Highway Commission may, by mutual agreement by and between the Highway Commission and the Planning Commission, be assigned to the planning program as service agreement personnel. The salary and expenses of such personnel while assigned to the planning program shall be charged to the program costs but be paid by the Highway Commission, with such payments being credited against the Highway Commission's share of the study costs."

4. Inter-Land Use-Transportation Planning Program for The Twin Cities Metropolitan Area (Minneapolis-St. Paul "Joint Program"). The 1957 Minnesota Legislature, when it created the Twin Cities Metropolitan Planning Commission, directed that the Commission should foster "coordinated and cooperative action by affected governmental units." The Commission is notable for the way in which it has interlaced this charge into its work

program since that time, the most interesting example being its participation in the Joint Program for Land Use-Transportation Planning. The first three years of the Joint Program, beginning in 1962, were budgeted at $1.8 million, financed as follows:

Cash & Services (MPC, Minneapolis, St. Paul 7 counties),	25 percent
HHFA 701 grant,	49 percent
Federal Aid Highway Funds & Minnesota Highway Dept.	26 percent

By the end of 1963 the participating agencies had at least 51 persons working full or part-time on the Joint Program, 37 of whom were Metropolitan Planning Commission staff members. Both Minneapolis and St. Paul had signed contracts to perform specific studies.

Coordination and administrative supervision of the Program is the responsibility of a Coordinating Committee consisting of the administrative heads of the participating agencies (MPC, Minnesota Highway Dept., Minneapolis and St. Paul planning and engineering departments, and the engineering departments of the 7 metropolitan area counties), augmented by representatives of the Bureau of Public Roads and the HHFA.

More direct coordination of staff activities is provided by a "Team", a committee consisting of the direct supervisors of technical staffs participating in the Program. At the direction of the Coordinating Committee the Team also works with subcommittees of the Citizens' Advisory Committee and the Technical Advisory Committee. The Technical Advisory Committee is made up of planners, engineers, technical representatives from the transportation, construction, and land development interests in the area, and others whose work provides direct technical

support for the program. Members are nominated by the operating agencies and/or the Coordinating Committee, and appointed by the Metropolitan Planning Commission with Highway Dept. concurrence or the Coordinating Committee with concurrence of the MPC and the Highway Dept. The Committee is chaired by the chairman of the Coordinating Committee.

The Citizens' Advisory Committee is included in the Joint Program structure for the purpose of advising on matters relating to public and private actions or policies affecting development. The program prospectus also places strong emphasis on involving representatives, both of local government and of the private sector in the Program. County and town board chairmen, mayors, council chairmen, school board chairmen, and heads of other metropolitan and regional agencies representing approximately 350 units of local government will be asked, for example, to serve as a council to react to recommendations of the Joint Program.

(for discussion)

At the Technical Level: Three different concepts of staffing are suggested by existing land use - transportation studies:

(1) Decentralized staffing, no full-time study director responsible for all phases of the planning program.

(2) Centralized staffing, with a full-time study director providing overall leadership and a single staff responsible for all phases of the planning program.

(3) Coordinated staffing, with a study coordinater and possibly a small staff serving the policy body on a full time basis and with responsibility for coordinating the work of the technical staffs of the various contributing agencies.

Decentralized staffing is the arrangement utilized by the Portland-Vancouver Metropolitan Transportation Study at the present time, and would be the arrangement formalized under the memorandum of agreement for a continuing transportation study presented by the Oregon State Highway Department on November 4, 1964, a copy of which is included with this paper. With this decentralized arrangement, the technical work of the study is performed by the Oregon State Highway Department and the staffs of the Metropolitan Planning Commission and other signatory agencies as directed by the policy committee. There is no study director to serve the policy body and to provide genuine program direction, integration, and coordination from a central command post. The degree of technical program integration achieved under such a study process is dependent upon the technical advisory committee (which is chaired by the state highway department's Transportation Study Engineer, rather than by a committee-selected chairman, or by a person responsible to the policy committee and not any

individual participating agency), and by the ease and success of informal staff contacts.

Free back-and-forth cross-fertilization of ideas at the staff level, involving the numerous fields and special skills which have a contribution to make, is essential for any staffing arrangement. This type of communication is especially difficult to achieve with decentralized staffing, and yet more difficult where technicians are located in different cities. It cannot be achieved via the telephone, formal committee meetings, or an exchange of letters requesting and supplying information.

Centralized staffing is the arrangement which has been adopted for most of the more sophisticated land use and transportation planning programs. With this arrangement the opportunity is greatest for a free flow of data and ideas between land use and transportation planning specialists, and the necessary feedback required for evaluating alternative land use and transportation plans is more effectively achieved. A director provides overall leadership to a single staff, though consultants may also be employed and participating agencies may agree to provide some staff services. In some of the studies (which have been underway for some time and which have been set up to do some land use planning only in order to develop a transportation plan) the director is a state highway department employee. Some of the more recent studies reflect a growing concern for doing transportation planning as one phase of a comprehensive planning process, integrating land use planning with planning for transportation, utilities and other community facilities, natural resources, etc.

These studies have directors who are responsible to the studies and their policy bodies, rather than to any individual participating agencies.

Coordinated staffing is an arrangement which relies on a coordinator who serves at the pleasure of the policy body and who has a small staff to assist the policy body and to coordinate the work of the technical staffs of the contributing agencies. Such an arrangement is most effective where a detailed technical work program is formally agreed to in advance by the participating agencies who are to do the actual work. The work program indicates which agency is responsible for which portions of the technical work and what the timetable for that work is to be, giving the study coordinator clearcut direction, responsibility and authority. Vaguely defined study programs which give each participating agency wide discretion and independence will make the task of the study coordinator difficult, at best.

The relationship of the technical advisory committee to the study director or coordinator, and to the policy committee should be carefully defined with all types of staffing arrangements, but particularly with a coordinated staffing effort. It would seem highly desirable to specify whether the director or coordinator is to advise the committee or vice versa, and to know who has the authority to make the final technical decisions which are necessary. It would also be highly desirable to have clearly understood the lines of communication between the director, the technical committee and the policy committee.

Tighter control over the scheduling and conduct of the technical work should be possible with coordinated staffing than with decentralized staffing, but centralized staffing should be the most efficient of the three from a technical viewpoint. On the other hand, under the coordinated system at least some of the participating agencies' staff members may gain a better appreciation of the planning process and hence provide better support to planning proposals, by virtue of their direct technical participation in the conduct of the study. Of course, this arrangement requires effective cooperation between all participating agencies to be successful.

At the Policy Level: Under the present organizational pattern of the Portland-Vancouver Metropolitan Transportation Study there is one major policy-making body--the Coordinating Committee, with representatives from each of the four participating counties, from the City of Portland, from the small cities in each county, from the Oregon and Washington highway departments, and from the state agencies administering urban planning assistance programs in each state. However, there are several other agencies which do have a role for policy decisions for different but interrelated portions of the study program. The two regional planning commissions (the Metropolitan Planning Commission and the Clark County-Vancouver Regional Planning Commission) and the highway departments of Oregon and Washington exercise significant policy-making responsibilities somewhat independent of the Coordinating Committee due to their separate involvement in major portions of the study program. The other participating agencies, to some

degree, also make policy decisions regarding their portions of the study program and land use planning within their jurisdictions. At the present time it would seem that the policy-making function for land use and transportation planning is fragmented, with the formal policy body--the Coordinating Committee--having only limited control over the conduct of the study.

It should be noted that at the present time the Portland-Vancouver Metropolitan Transportation Study provides the only even semi-formal cooperation between the Oregon and Washington portions of the urban area. There is no tie at the policy level for other types of planning activity between the Metropolitan Planning Commission and the Clark County-Vancouver Regional Planning Commission, except as may occur indirectly through staff liason and recommendations to the separate policy bodies.

Leaving aside the very important question of coordination of comprehensive planning at the policy level between governmental units in Oregon and Washington (but note that roughly one out of every four workers living in the City of Vancouver works in Oregon, that the ratio is roughly one out of every five taking Clark County as a whole, and that there are corresponding interchanges of commercial, shopping and other social and economic activities), the desirability of creating a single policy body for comprehensive land use and transportation should be fully evaluated.

If the agreed-on objective is to do transportation planning as a part of comprehensive regional planning based on fully consistent planning and plan implementation policies, then the creation

of a single policy body is called for with area-wide representation. The provision for equitable and practical representation of both major and minor municipalities as well as various other agencies, such as the Port of Portland, School Districts, the Willamette Basin Task Force, and other state and regional agencies, is an important part of the problem--and could be a major factor in the success or failure of comprehensive transportation-land use planning in the metropolitan area.

SOURCE: Richard M. Zettel and Richard R. Carll, Summary Review of Major Metropolitan Area Transportation Studies in the United States, The Institute of Transportation and Traffic Engineering, University of California, Berkeley, November 1962.

3. ORGANIZATION, FINANCING, AND CONDUCT OF STUDIES

Metropolitan area transportation studies have evolved from the valuable but limited home-interview origin-destination surveys of recent years to the sophisticated efforts of the present which attempt to forecast interactions between land use and transportation requirements for 20 to 30 years into the future. This evolution has been accompanied by a tendency to organize the studies more formally, to employ specialists in disciplines other than engineering, and to create a committee structure to provide policy as well as technical guidance to the study staff. Time involved in the study as well as the costs have increased, and financial arrangements have become more complicated. More concern is being shown over how study results are to be implemented, now that the studies do so much more than simply feed survey data directly to a sponsoring operating agency.

Part of the Institute's inquiries were concerned with the organization, financing and conduct of metropolitan area transportation studies. All available published references were reviewed, but much of the information summarized in this chapter was obtained by interview and discussion with persons intimately associated with the several studies, both at staff and policy levels. Some of the opinions expressed reflect personal biases as well as conditions prevailing in the particular study area. At the same time, the selection of the points summarized here involve subjective evaluations; moreover, a deliberate attempt was made to highlight findings that were believed to be most significant and instructive in organizing and conducting a metropolitan transportation study for the San Francisco Bay Area.

A. ORGANIZATION

The earlier studies were often conducted as joint ventures between the state and local governments with technical and financial aid from the national government. Sometimes consultants were employed to do the work, but often the studies were undertaken by regular engineering forces of the state or local agency. They were production jobs designed to provide information immediately useful to highway location and design.

Today the studies are typically conducted as a semi-independent venture under the leadership of a study director. A special policy committee is ordinarily established and a place is made for citizen participation in the study.

The Study Director

In the contemporary practice, the study director has no responsibilities within any of the operating transportation agencies in the metropolitan area. His sole assignment is management of the study. As a rule, he will be selected by a special policy committee for the study. He will report to the committee and receive direction and guidance from it. Even under such an arrangement, however, the study director is often technically an employee (or contractor) with the highway department in order to meet the state's personnel requirements and to make use of the offices of the state for administrative and housekeeping chores.

The study director usually recruits the study personnel but he may have to work within state civil service or other personnel regulations. Approval of key personnel by the policy (or executive) committee may also be required.

Two advantages are seen for this semi-independent arrangement. First, the study director and staff are largely free of the pressure of producing quick answers to immediate problems; they can reserve time and energy for long-range study and planning. At the same time, they may avoid being drawn into the day-to-day controversies regarding location and design of specific facilities which could destroy their effectiveness over the long run. Second, as a temporary, semi-independent agency the study may hire specialists on a short-time basis and in numbers that would not fit into the long-range personnel programs of the regular operating agencies.

The Policy Committee

The widening scope of the studies, along with semi-independent status, has brought about the need for a policy committee to give direction and guidance to the study director and staff. The committee approach is useful in drawing together a community of interests in the metropolitan area. It encourages participation to the end that study results will be acceptable to the community for which it is developed as well as to agencies having responsibilities for their direct implementation. Broad participation by interested agencies may pay off in early dividends; it may encourage early transmission of useful data and ideas to action agencies and thus have an influence on decisions made before study findings are completed.

Functions of the Policy Committee. Several kinds of decision-making usually come under the aegis of the policy committee.

First, the policy committee may be made responsible for budget control and personnel practices of the study. It may establish general rules and regulations covering such matters; and it may require that decisions on major expenditures and appointment of key personnel be referred for approval. In order to expedite matters, especially if the policy committee is large, certain powers may be delegated to an executive committee.

Second, the policy committee will oversee some of the key technical aspects of the study.* It can provide a sounding board for proposals of the director and, in turn, provide useful guidance. Most importantly, the policy committee can provide liaison with other agencies of government both in the planning and transport fields. The contribution here can be great in terms of improved cooperation and coordination of efforts of the study with other work going on in the area.

Third, the study may be assigned immediate-action studies along with the responsibility of developing a long-range transportation plan. In this case, the policy committee will face immediate but interim decisions which probably can best be based on the combined judgment of knowledgeable individuals of the committee. Even without specific authority for immediate action, the policy committee may be called upon to render judgments on immediate issues of the day. At the least, the policy committee and its individual members may be expected to present, on their own initiative, viewpoints on proposals that appear to be harmful to the aims and direction of the transportation study.

Fourth, and perhaps most importantly in light of the primary objective, the policy committee will be expected to make judgments and appraisals of transportation and land use alternatives that may be developed by the study staff. The committee may initially aid and support staff by culling out alternatives that in the combined judgment of committee and staff are beyond the range of the possible.** The "possible" alternatives would then be analyzed by the staff and presented to the committee for such evaluation and judgment as may be needed to make the trade-offs between tangible and intangible values that are required to settle upon a specific plan. Before reaching its decision the committee may undertake to test the community as to acceptability of the various alternatives; and, having reached its decision, the committee will attempt to "sell" the plan so that it will become productive and viable.

Finally, the policy committee may exercise final judgments as to how the long-range continuing study and planning work is to be carried on effectively after the large initial effort has produced a plan. This may involve recommendations as to a new organizational structure or a realignment of functions among existing agencies.

Composition of the Policy Committee. It was indicated that earlier studies were conducted by operating agencies themselves as a somewhat routine planning process. Some of the first of

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* During the course of the study one or more technical committees may be created to render assistance to the study staff on questions of a purely technical nature. This participation and cooperation of technical people not only will contribute to the quality of the study but also may promote acceptance of the final results.

**The extent to which alternatives are to be formally developed and analyzed may depend upon the decision of the policy committee. For example, it might be decided that the possibilities of alternative land use development patterns that would significantly alter transportation planning requirements are small and that only a single "best" transportation plan should be the objective of the study.

TABLE 2 – COMPOSITION OF POLICY COMMITTEE OF METROPOLITAN AREA TRANSPORTATION STUDIES

Area	Federal		State			Local Government	Other	Total
	BPR	HHFA	Highways	Planning	Other	co = county ci = city		
New York	1	2	3	3	6	1 (NYC Plng. Com.)	-	16
Los Angeles	-	-	-	-	-	6 co; 3 ci; 1 transit	2	12
Chicago	1	0	1	0	0	1 co; 1 ci	-	4
Philadelphia	2	0	2	0	0	9: Phil. & each co.	-	13
Detroit	1	0	1	0	0	6(co; ci & plng com.)	-	8
Boston	Sponsored by Commonwealth Mass Transportation Commission							
Pittsburgh	1	0	1	0	0	1 co; 1 ci	-	4
Washington, D.C.	(MTS) Sponsored by National Capital Planning Commission							
Minneapolis-St. Paul (2nd study)	Technical Heads of Participating Agencies							15-17
Milwaukee	-	-	1	-	-	15 co; 4 ci	1	21
Seattle-Tacoma	2	1	1	0	1	1 (Gov. Conf.)	-	6
Buffalo	1	1	1	1	2	2 co; 2 ci	-	10

the more comprehensive studies were only a little more formal. The current tendency seems to be to broaden the policy group to include not only all agencies engaged in the provision of highways, roads and streets, but other officials including planning and transit specialists.

Table 2 is an attempted tabulation of the composition of policy committees of the several studies. In a few cases the tabulation will be a little misleading. For example, the committee for the Los Angeles Study is purely an advisory committee on which it was not deemed necessary to include state (or federal) officials since they were in responsible charge of the study. The Milwaukee study has a somewhat different organization consisting of an intergovernmental co-ordinating committee, a citizens' advisory committee, and a technical co-ordinating and advisory committee. The first is shown on Table 2 as the policy committee, and it will be seen that it is made up almost entirely of city and county officials. It is to be noted, however, that representatives of the U.S. Bureau of Public Roads, the Housing and Home Finance Agency, the State Highway Commission, and the Planning Division of the Wisconsin Department of Resource Development are included on the technical co-ordinating and advisory committee.

It is easy to understand that state and local agencies would be represented on the study's policy committee. Voting participation by federal officials is a little more obscure. But as will be shown, federal funds from the Bureau of Public Roads and probably from the Home and Housing Finance Agency will finance a large share of the study costs. These agencies in the discharge of their responsibilities will insist upon some measure of administrative surveillance and quality control over the work of the study. Beyond this, as a policy committee member of one study put it, officials of these agencies will be inclined to "fight through" the decisions and recommendations of the policy committee of the study if they are voting members. There is another positive advantage in that the broad experience of the federal agencies gained through participation in many studies can be drawn upon directly for counsel and guidance in the policy committee deliberations.

The policy committee structure varies, not only with the specifics of the study assignment, but also with the nature of the study area. For example, in the Detroit, Chicago, and Pittsburgh cases, one central city and a single county dominated the study area, and a simple structure including the four financial participants seemed to suffice. On the other hand, the Tri-State Study area embraces many counties and cities; but the study itself was established by agreement of the Governors of the three states involved. Twelve members of the 16-man policy committee are state officials; only one local official, the Chairman of the New York City Planning Commission, is a member.

The policy committee of the Penn-Jersey Study included a local representative from the City

of Philadelphia and each of the other eight counties in the study area. We were given the impression, however, that local representation was out of scale, that small counties were not "pulling their weight", and that lack of city representation was a drawback. It is interesting that a Regional Conference of Elected Officials has been created, largely in response to stimulation of the transportation study. It is anticipated that this RCEO will sponsor a Regional Planning Council or Commission. It was suggested that when Penn-Jersey makes its transition to a continuing study, policy representation for the local governments might be drawn from the Regional Conference of Elected Officials.

The Puget Sound case is instructive in that a Puget Sound Governmental Conference, made up of the counties and major cities in the metropolitan area, was the original sponsor of the transportation study. Within the Conference there was a Regional Planning Council assisted by a Planning Directors Committee (which, interestingly, included state highway officials). After having sponsored development of a prospectus for a major transportation study by an engineering consultant, the Planning Council explored ways and means of conducting the study. An elaborate organization chart was drawn up, but legal problems arose and it also soon became apparent that "if Bureau of Public Roads funds were to be used in the study, the State Highway Commission, through the Washington State Department of Highways, would have to exercise administrative and quality control for the Bureau over a core staff..."* Subsequently, a loose agreement was reached under which policy direction for the study would be exercised by the Governmental Conference, the Washington State Highway Commission, and the Bureau of Public Roads, but no specifics were developed.

At the policy level, the Study suffered a number of growing pains. It is reported that some Seattle representatives displayed "a reluctance to permit such a strong control by the State Department of Highways in the organization of a regional study which was intended to include land use and mass transit planning." But the same observer commented that "the smaller and less populous cities and counties, historically distrustful of Seattle, likely welcomed state administration and quality control."* On the other hand, it is reported that concern developed among officials of the Governmental Conference, even after the study began, that they were "not being asked to take any active part in setting policy and making decisions."* Here the looseness of the organization may have been at fault. In any event, once the study was under way and it was clearly demonstrated that the study itself, rather than the Regional Planning Council, would have to undertake the land use inventory and analysis, a more formal and specific policy structure was evolved. Charts showing the present organization for the Puget Sound Regional Transportation Study, which is reported to be workable and effective, are shown on the following page.

Program Notes

An Inter-Agency Land Use-Transportation Planning Program for the Twin Cities Metropolitan Area

220 GRIGGS-MIDWAY BLDG., SAINT PAUL, MINNESOTA 55104 MIDWAY 5-9194

VOLUME I, NUMBER 1 MARCH 1964

Metropolitan Balancing Act

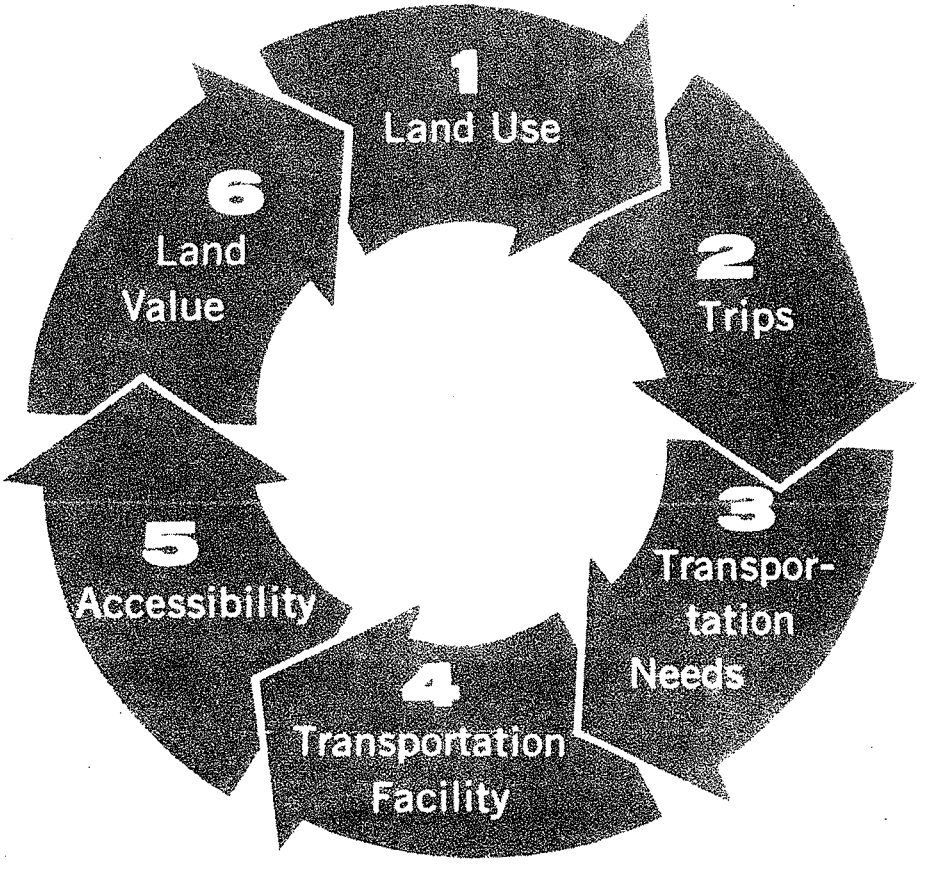
Which comes first, the land-use "chicken" or the transportation "egg"?

The cliche is apt, for like chickens and eggs, the ways we use parcels of land and the transportation systems we build to connect them are each products of the other. And we can't plan adequately for one without considering the other.

Thus we have in this Twin Cities Metropolitan Area the Joint Program for "Land Use-Transportation" Planning which, by title and intent, is a study of the two together. The Program will result in a "comprehensive" plan for the Area that, by definition, will include as many aspects of urban development as possible. But the top priority belongs to this land use-transportation relationship.

In its simplest form, this relationship is shown in the accompanying cycle diagram (we could use the same basic diagram for other capital expenditures such as sewers). Being a continuous cycle, we can enter it at any point, but let's start at (1) land use. Whether the land is used for shopping, manufacturing, residences, or parks, the activities on the site generate (2) trips. These trips are depicted on planning maps by straight lines called "desire lines" that connect point of origin and point of destination. Desire lines are the basis for identifying (3) highway needs. Construction of a (4) highway or other transportation facility to meet these needs creates (5) accessibility. No site in any area is going to develop if people can't get to it, so through the provision of access you help create (6) land value.

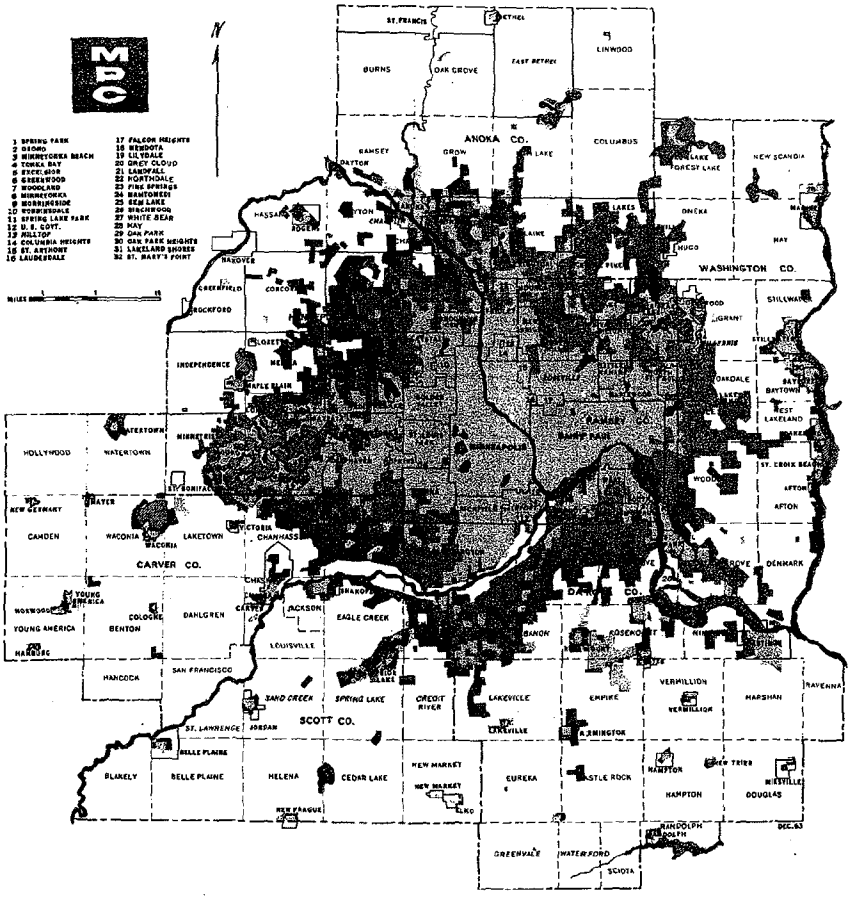
Land value, in turn, completes the cycle by helping to determine (1) land use. For example, it's an exceptional person who can afford to build his home on the highest-value land in the city. Nor is this the likely spot for a marginal operation like a junk yard that can't afford a big capital investment. It's usually the site of the city's largest department store or a wealthy, prestige office building. The name planners and land economists use for it is the "100-per cent corner," the theoretical point of greatest activity. Thus, more trips are generated, the desire lines are drawn heavier, more highways are built to provide more



Land Use–Transportation Cycle

Program Notes

The preparation of this newsletter was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.



Area Growth

1962 1980 2000

accessibility and so on, perhaps until the cycle spirals out of balance.

Traditional Controls

Furthermore, the cycle doesn't operate in a vacuum. A change introduced from outside its orbit can jar it off balance as badly as a kick can upset a child's spinning top. Or the subtle changes that emerge with time can slow its efficiency just as surely as friction inevitably slows the top.

To keep the cycle in balance, we've traditionally used controls to manage the changes. Returning to the cycle diagram, we see that government regulates (1) land use by various means, such as zoning and subdivision regulations. Highways are built with public funds, thus they are part of the (4) public capital investment which can be altered as needed. Land value, although affected by accessibility, is also affected by (6) tax policies which also can be altered as needed.

So policies affecting the use of land, the expenditure of public funds, and the distribution of taxes offer three ways of managing development or change. But how do we know they'll work in the direction we want to go?

Two Tools

Here's where the Joint Program comes in. It's designed to give us the two tools necessary to make our traditional controls more effective: planning and cooperation.

Large metropolises like the Twin Cities Area show regular patterns of behavior and decision-making. Based on what we know about these patterns, we can forecast changes as much as 20 years ahead, often with surprising accuracy. With such knowledge, there's no need to drift with the natural course of events. We can plan ahead to turn the changes in the direction we want to go.

Important as planning is, it is cooperation that plays the big role in achieving balance, especially in a great metropolitan area. In the Twin Cities Area there are a tremendous number of divergent elements making decisions that affect the way the Area develops. These are both private and public. In government alone, there are over 300 units—cities, villages, school boards, special districts, and counties—that make such decisions. Each is capable of making policies that can conflict or compete with those of its neighbors. Two municipalities, for example, could each prepare a plan based on the acquisition of the same proposed highway. One gets the highway. The other doesn't and discovers that its plan fails to work out as expected. For both to get the most out of their plans they would have to coordinate rather than compete.

Conflicting Actions

Perhaps the Area's most spectacular example of conflict resulting from lack of coordination is in the major development projects now underway. They involve both public and private action, and the implications of their conflict are immense. The situation also is an excellent example of the land use-transportation relationship at work.

In the suburbs surrounding Minne-

apolis and St. Paul, residential areas are being developed at ever-decreasing densities. Suburban governments, school districts, and home owners are actively promoting large lots with detached, single-family houses. Besides enjoying the resulting spaciousness, they have found that this policy helps hold down school populations and, therefore, taxes. But the resulting development pattern can be served economically only by automobile transportation.

At the same time, downtown business interests in both Minneapolis and St. Paul, seeking to prevent their areas from falling into decay and disuse, are fostering development projects designed to increase the levels of activity in the central business districts. The idea is that more investment and activity downtown protects present investments and improves the tax base. So downtown councils, chambers of commerce, and the central-city governments have joined the individual businessmen in promoting downtown development. But this development is best served by a different transportation mode than the suburbs are designed for. The downtown environment is more friendly to mass transit but unfriendly to the automobile.

Since transit can't economically serve the suburbs and is, indeed, declining in the central cities themselves, the streets in and near downtown are becoming clogged with automobiles.

Changing Function

This congestion is compounded by the changing function of downtown. Retailers, wholesalers, and manufacturers are decentralizing their operations to be closer to the suburbs and the people they serve. Office activities are moving to downtown or expanding there.

The merchant brought shoppers into the downtowns at off hours and for relatively short periods of time, thus staggering the load on streets and parking facilities. But office workers come and go at about the same times—crowding the streets at the rush hours, and stay downtown all day—filling the parking places.

Incidentally, why are the merchants moving out? It's (5) accessibility, from the land-use, transportation cycle. Downtown's possession of the 100-per cent corner is threatened. The congestion of its streets and parking lots have made other areas relatively easier to get to.

Although the conflict is obvious, it's getting steadily worse, and so far there's no real plan to get out of it. The map on Page 2 shows the pattern of development in the Metropolitan Area in 1962 surrounded by the "projected" patterns of 1980 and 2000. These projections are the patterns that would result if present development policies continue. So if we're having problems now, what will we have in 1980 or 2000? Actually, the conflict would become so severe that what the map shows couldn't actually happen. Someone would have been forced to bend. But who, and who's to decide? Tremendous investments, hopes and traditions could be ruined in the process. And the fate of the Twin Cities Area, as we know it, could be at stake.

What's Coming?

So far, the only guide we have to the future is a system of freeways and expressways based on the same continuation of trends that is shown on the Page 2 map. This "System 5," shown on Page 3, was devised by the Minnesota Highway Department to meet the needs of 1980 as indicated by its Twin Cities Area Transportation Study (TCATS) of 1958. This was a highly informative study, and its findings and the resulting System 5 with its spiderweb of highways awakened many people to the challenge facing them. It can be given much of the credit for inspiring the Joint Program.

The various planning and engineering agencies in the Area, including the Highway Department itself, recognized that System 5 might prove too costly— economically as well as socially. What, for example, would it mean to the downtowns? Would it merely aggravate the present development conflicts? Would new "90 per cent" corners be established at each of the freeway intersections to compete with the downtowns and possibly reduce them to "90 per centers" too?

System 5

Highways Proposed For 1980 By Highway Dept.

Would it allow families to own their homes on moderate-sized lots in the suburbs and still work, shop and be entertained in a dynamic, stimulating downtown? Or would it force the Minneapolis and St. Paul central business districts to go the way of downtown Los Angeles and become places where most Area residents never go?

We can't really judge yet whether the results of such a system would be good or bad. We do know that the more major business corners you have, the less strength there is in any of them and the less likelihood there is of any of them being the 100 per cent corner. With the loss of such a center there might be a loss of the city's traditional variety and freedom of choice.

The Only Way?

What the planners and engineers wanted to know was, "Isn't there some other way to manage the cycle that will keep it in balance?" Looking again at Page 1, we can see that they're asking, "Is the approach of managing the cycle at (4) public capital investment in highways, the only solution? Or can we alter (1) the pattern of land use and development, to reduce (2) trips? Or couldn't (4) be manipulated another way by introducing some other kind of transportation such as rail rapid transit?

Examining alternatives of this kind had been impossible in the TCATS study. The Highway Department, in taking the initial step in this kind of analysis, had been able to consider only one development pattern (a continuation of present trends), one mode of transportation (cars and trucks—and buses, so long as they could use the highways developed for cars and trucks), and one level of service.

This "level of service" which affects the cost of the system, involves the management of the cycle at (4). Conceivably, the people of the Area might be content to drive to work at 40 miles per hour rather than 45 if the money that might have been spent to permit the extra speed went instead to, say, the purchase of land for two more metropolitan parks.

So the Joint Program was set up to provide (a) the planning and cooperation needed to prevent conflicts in a diverse metropolitan area, (b) some idea of what the people of the Area really want, (c) some way to evaluate possible alternative plans, and (d) an established framework for making the choice of alternatives and putting the plan into effect.

A successful Joint Program, then, will not only keep the land use-transportation cycle in balance, but will help keep the Twin Cities Area a good place in which to live.

This PROGRAM NOTES is the first in a series designed to further your understanding of the work being done under the Joint Program for Land Use-Transportation Planning in the Twin Cities Metropolitan Area. Since this understanding is essential to the success of the Program, please feel free to offer suggestions for future articles that would answer your questions about the Joint Program.

COORDINATION OF VARIOUS AGENCIES IN TRANSPORTATION PLANNING

by

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The word "coordination" is one of the current four C's that we hear so much about these days. The four C's are words that we will continue to hear much about in years to come. They are from the 1962 Federal-aid Highway Act -- Cooperative, Comprehensive, Continuing, Coordinated.

The first three of these C's are defined by the Bureau of Public Roads in its Instructional Memorandum 50-2-63. However, the very success of the cooperative, comprehensive, continuing transportation planning process rests with the degree of coordination exercised in carrying it out. The words "coordinated" or "coordination", however, are undefined in the circular memorandum of the Bureau of Public Roads. I must confess that I am somewhat at a loss to provide a definition myself. However, the dictionary definition brings out that following a coordinated approach results in a harmonious combination. I guess that pretty well sums it up. What we are striving for in carrying out the comprehensive, continuing, and cooperative planning process is a harmonious combination, not only amongst the various transportation facilities in the resulting overall transportation plan, but, probably more importantly, amongst the various governmental jurisdictions concerned in the transportation planning process, as well as with the general public.

I won't attempt to define what constitutes a harmonious combination or what constitutes harmony. However, it implies that the combination is agreeable and satisfactory to all concerned. All the benefits that accrue in carrying out a transportation planning process offer more than adequate justification for engaging in such work. However, I'm sure that despite these benefits there are many instances in which the basic motivation for initiating an urban transportation planning process has been to simply develop some measure of harmony in transportation planning in urban areas which are already wracked by controversy as to what ought to be done about certain specific planned transportation facilities. It is natural that such controversies should develop in the urban areas since it is primarily in the urban areas that our transportation problems are the worst, as well as where the backlog of needs has accumulated to the greatest degree. Correcting these problems in the urban areas will require the greatest of expenditures and the greatest of planning efforts. This is also where the most people are affected. The urban community

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is quite closely knit, housing many who have much in common with one another. They therefore tend to react similarly to proposed transportation facilities, forming vocal groups quite readily, particularly when in opposition. In rural areas many fewer people are directly affected by new facilities. Rural residents tend to be less closely knit and do not develop as readily into as vocal groups involving as many people as in urban areas. It is truly in the urban areas where the need for soundly based transportation plans is the greatest and where the greatest of coordination is required.

I would like to think that the motivation in undertaking a transportation planning process in our urban areas is one primarily of undertaking to develop an objective overall comprehensive appraisal of conditions and the alternative courses of action available to rectify existing and anticipated problems so as to lead to what appears from all standpoints to be the best solution, and, thereby, to resolve differences of opinion during the planning phase to the greatest degree possible.

If the transportation planning process is not undertaken until specific controversies develop, it makes the job that much more difficult. The planning process starts out with two strikes against it, putting it in the position of having to mediate differences of opinion, and thus making broad acceptance of its findings that much more difficult. The planning process can develop the maximum of benefit only if undertaken in the spirit of free and willing intergovernmental cooperation, not being tied to the resolution of specific controversial issues but being assigned an objective role, divorced from possible historical and emotional involvements.

Transportation planning in urban areas will have an effect on all urban residents. Since it directly affects many other governmental agencies as well, its activities must be coordinated with the activities of these other governmental agencies concerned with transportation. Coordination is a full time job requiring attention at all times. It isn't something that is done at an annual, monthly, or weekly meeting, or at a certain time of the year. It is not something that can be relegated to a secondary role but must be prominently identified at all times. Obviously, therefore, it requires constant effort and attention and time.

I think you all agree to what I have said but there might be vast differences in opinion as to whom we coordinate with and how and why. Transportation affects so many that there is no readily apparent place to begin coordinating. Those other official agencies that have a direct responsibility for matters that affect and are affected by transportation and transportation facilities are obvious targets in coordination. Cities, counties, and the State Highway Department are agencies with whom transportation planning has to be coordinated. Each of these agencies has transportation responsibilities. Moreover, the cities and counties have responsibilities over many other matters which are vitally affected by transportation.

Meaningful and acceptable transportation planning cannot take place within such jurisdictions without keeping all of the affected official governmental agencies on board. An effective two-way channel of communication must be developed. Even within a single organization it is difficult enough to develop effective communication and coordination. This is true even for two-man organizations, but efficiency demands it. We take it for granted that one-man organizations are internally coordinated, but I'm afraid this isn't always the case. It is less and less the case as organizations become larger. The planners may not know what the engineers, the building department, the City Council, etc. are doing and vice versa. It goes without saying that internal coordination is mandatory for an efficient and effective operation. It is even more true that a productive and useful result can only be achieved if there is effective communication and coordination with all groups concerned. This is the coordination that I want to talk about today. It is the external specific coordination with various agencies that must be involved in the transportation planning process.

Transportation planning studies, particularly in our larger urban areas, are often undertaken by ad hoc organizations somewhat loosely, if at all, tied to existing agencies. This lack of integration, as well as the absence of a background of historic association, makes coordination more difficult, but that much more important. The transportation planner is planning facilities that cut across jurisdictional and administrative boundaries. He obviously will find his plans and the governmental jurisdictions' plans and programs must be in harmony or they must be adjusted to bring about harmony. The comprehensive transportation planning process fortunately is supported by a solid basis of facts and by quantitative tests and evaluations of alternative courses of action. It, therefore, represents a persuasive force in effecting adjustments in plans.

Without a harmony between individual governmental jurisdictional plans and the area-wide plans of a transportation planning process, the laudable objectives in mind in establishing the transportation planning process are defeated. We cannot afford to operate at cross-purposes. The objective of the planning process is to develop a tested, mutually agreeable, valid, and efficient transportation plan so that all jurisdictions involved can work together in implementing it.

To develop a concensus, understanding and, ultimately, acceptance and support, requires constant communication and coordination. You can never put enough time or effort in on it. I am sure that an increased emphasis on coordination in our transportation programs would result in improved conditions. I am sure the Puget Sound Regional Transportation Study has greatly benefited from its emphasis on coordination but I am equally certain that further benefits could accrue with even greater efforts at coordination. However, it seems as though there is a practical limit to the time that can be devoted to coordination; but let me cite the arrangements that have been made in the Puget Sound region to effect coordination as efficiently and effectively as possible.

The Puget Sound Regional Transportation Study is a comprehensive transportation planning study covering four counties in western Washington. These four counties include the State's two primary urban areas, Seattle and Tacoma, together with two other smaller central cities, Everett and Bremerton. These four counties include 54% of the state's total population within an area making up only 10% of the state's total.

Through the years, the counties saw the need to effect and to better coordinate their various governmental activities across county lines. As a result, they formed the Puget Sound Governmental Conference, which is a voluntary intergovernmental coordinating agency organized within the authority of the State planning act. Initially the Governmental Conference membership consisted of the three elective County Commissioners from each county. They are the policy and administrative officers of county government. Subsequently, membership was expanded to include the four major cities in the four counties, with three City Councilmen from each city acting as the cities' representatives in the Governmental Conference.

The Puget Sound Governmental Conference set out to develop a voluntary regionwide coordinated approach in governmental programs to guide the cities and counties in their day to day activities, and to forestall conflicts developing across jurisdictional boundaries. Naturally one of the first governmental activities recognized as requiring coordination was the transportation activity. The Governmental Conference was properly concerned and served a useful function in providing a high-level policy maker forum to effect the county-county and county-city coordination in carrying out the transportation function. However, the Conference recognized that the State and Federal governments also shouldered transportation responsibilities within and through the region. It was deemed necessary to include the State and Federal transportation agencies in the overall coordination of the transportation function. However, lacking an overall transportation plan for the region, a plan which was soundly based and had the understanding and acceptance of the individual agencies, it was not possible to forestall or resolve differences or to effect agreement on the proper choice amongst various alternative possible courses. Differences of opinion represented just that, and remained that, without a valid basis for resolving the differences.

The Governmental Conference, therefore, proposed that a regionwide comprehensive transportation planning study be undertaken with joint participation by the Governmental Conference representing the four counties and the four major cities in the region, together with the State Highway Commission, and through the State Highway Commission, the Bureau of Public Roads. This was agreed to by all parties. The original financing provided that 75% of all cost would be borne by the State Highway Commission through allocations of 1½% funds to the Study, with the other 25% to be borne by the cities and counties, split amongst them on a basis agreed upon within the Conference.

A later expansion of the Study budget involved use of Housing and Home Finance Agency so-called 701 funds, as well as State fuel tax funds. These funds, plus supplemental amounts from the original sources, were added to make up the total Study budget of $1,600,000. The final result was that almost 16% of the funds were being provided by the cities and counties, 25% by the Housing and Home Finance Agency through a 701 grant, with the remaining 59% being provided by the State Highway Commission. The State Highway Commission's share was split one-fifth, four-fifths between the State fuel tax monies and 1½% monies.

The administrative responsibility for the program was assigned to the State Highway Commission. The policy direction for the Study was assigned to each of the Study participants jointly through the formation of a six-man Policy Committee made up of representatives of the Puget Sound Governmental Conference, the State Highway Commission, the Bureau of Public Roads, the Housing and Home Finance Agency, and the State planning agency, which administers the HHFA 701 funds. It is this Policy Committee to which I report and which sets the policy direction for the Transportation Study. This not only provides for policy level direction for the Study but also a means of effecting policy level coordination amongst the various governmental agencies concerned with transportation in the region.

The Policy Committee holds monthly meetings, at which time the Study Director reports to the Committee relative to the current status of the Study operation, and planned future activities, as well as on any other matters which require policy attention. To supplement this high level policy direction it was recognized that the governmental agency staffs should also be involved in the transportation planning operation. The technical staffs of each governmental jurisdiction had the direct day-to-day responsibilities for carrying out the planning and the transportation function within the overall broad general policy framework established by the policy level officials for the individual jurisdiction. Obviously these technical personnel had to be directly involved in the transportation planning operation also, to permit carrying out their function in a more coordinated fashion as well as to become sufficiently informed with respect to the technical elements of the region-wide transportation planning program to be able to advise their elected officials (their policy makers) in formulating the policy direction for the Transportation Study.

A Puget Sound Regional Transportation Study Technical Committee was therefore established. Essentially it was made up of the Engineer and the Planning Director from each city and each county, the State Department of Highways Planning Engineer, the Planning Engineer from the Bureau of Public Roads, the State planning agency Planning Engineer, the staff director of the Puget Sound Governmental Conference, representatives of the region's port commissions, transit operators, and the trucking association, and representatives of other governmental agencies responsible for transportation or planning in the region. Although the Technical Committee is quite large, it constitutes a technical forum, responsible for

reviewing the specifications for the Transportation Study work and reviewing all of the work itself while in process. Meetings are held no less than once a month. The Technical Committee review and approval is sought on all technical matters. Although the Technical Committee membership includes city and county Planning Directors, a separate Puget Sound Regional Planning Directors Committee, which was in existence prior to the Transportation Study itself, was continued in existence and concerned itself primarily with the land use planning aspects of the Transportation Study work. These two committees, the Technical Committee and the Regional Planning Directors Committee, are advisory to the Transportation Study staff as well as being advisory to their employers - the city, county, state, and federal officials concerned. These committees provide, at least in part, for the necessary coordination with technical personnel on the staffs of the various governmental units.

Another important organization involved in the Study represents the region wide association of the official planning commissions of the cities and counties. The planning commissions are advisory groups to the city or county elected policy bodies and are appointed by them to their respective individual planning commissions. The planning commissions are directly concerned with all planning matters, including planning for transportation, and in these planning matters are advisory to the elected officials. The region wide association of planning commissions is termed the Puget Sound Regional Planning Council. It has been assigned the responsibility for review of the Study's proposed regional land use plans and for recommendations to the Governmental Conference and to local planning commissions with respect to them.

The Regional Planning Council provides the coordination between the Transportation Study activities and the local planning commission programs. This is particularly valuable in the case of those communities which do not possess a full time planning and/or engineering staff but rely on part time staff technical assistance, or on periodic service by consultants. Since a large number of the smaller incorporated communities are not members of the Puget Sound Governmental Conference and are not represented on the Technical Committee or the Planning Directors Committee, the Regional Planning Council provides a means by which these communities can be kept abreast of the Transportation Study activities and findings and thus voice their thoughts. In this fashion a measure of coordination is taking place with these small communities. Admittedly, this is not as effective as that provided with the major cities and the counties, but since there are such a large number of these smaller communities, they could be integrated into the other existing committees only at the expense of making the latter significantly larger, more cumbersome, and unwieldy.

Experience has shown that these organizations provided for in the Transportation Study Prospectus could not perform all of the needed coordination. It was found that, although administered by the Department of Highways, the

Transportation Study needed improved coordination within the Department. This initially took the form of an almost weekly meeting between the Director of Highways and the Transportation Study Director. At the initiative of the Director of Highways this was later supplemented to include a monthly meeting between the Study Director and representatives of the two Headquarter's Divisions primarily concerned and the three Department of Highways Districts in the Puget Sound region. This particular Coordinating Committee arrangement appears to operate extremely satisfactorily and keeps the Study fully informed with respect to the Department of Highways' plans and programs. The Department of Highways, of course, has as large a transportation responsibility and program in the four-county region as all of the other individual governmental jurisdictions combined. Obviously this requires much closer coordination than would otherwise be the case because of the significant size and impact of the Department's program.

Another area of coordination found necessary upon experience was with respect to various planning projects, largely being carried out by the smaller communities under the Housing and Home Finance Agency 701 program. It was found that an almost continual contact was necessary in order to keep abreast of the 701 and other local planning projects, particularly in advance of their being contracted for. Since it is impossible to keep all agencies fully and completely informed of all details of the Study's work, it was found that some of the proposed local 701 planning programs were developing hazards of conflicting approaches or schedules that were out of phase with the Transportation Study program, as well as problems of duplication of activities being undertaken by the Transportation Study. This was not limited solely to the 701 program, although, since the latter were largely being carried out by consultants, they often did not show as full an appreciation of the regional program that was underway and the desirability of a coordinated approach as seems to be the case when carried out by a resident technical staff within each community. Some conflicts and duplications also developed in relation to proposed Urban Renewal Agency planning programs as well as simple day to day staff planning programs within individual communities. It appeared that a considerable effort, probably requiring as much as a full-time assignment for one man, would be needed to simply provide this needed coordination with the individual Urban Renewal Agency and the individual planning agency programs.

This matter was to a great extent resolved through the cooperation of the State planning agency, which administers the HHFA 701 funds. At the request of the State Highway Commission and the Puget Sound Governmental Conference the State planning agency added a full-time staff member with the sole and specific responsibility to provide this needed coordination in the Puget Sound region between the Transportation Study and those planning activities coming to the attention of the State planning agency. As a result, the Transportation Study staff is able to be of service in the early stages of formulating a proposed 701 project so as to assure

the dovetailing of its activities with the Transportation Study program. In this way it is possible to eliminate many of the possible conflicts of timing, content, or approach, or duplications of effort.

The Citizen Advisory Committees established within each city-county area throughout the region are other agencies of coordination established for the Puget Sound Regional Transportation Study. These Citizen Advisory Committees are appointed by local elected officials. The Committees are to perform the dual function of advising their appointing officials on all matters pertaining to the transportation and land use planning activities of the Study as well as putting before Study personnel their individual reactions and points of view as citizens. In that way the Transportation Study staff efforts will properly reflect a balance between the thinking of the technicians and the thinking of lay people. The Citizen Advisory Committees, in attempting to assess the thinking of the general public, are expected to become sufficiently acquainted with the Study and its work, findings, and conclusions to be able to inform others at the local level and thus to acquire a feeling of the public's pulse. In this way it is expected that they will perform a valuable service in keeping the public informed and, in turn, keeping the elected officials and the Study staff informed of the public's reaction. This is not taking the place of direct staff contact with the public as part of the public informational program of the Study, but rather it supplements it. In the same fashion none of the other formal committees which have been established as part of this overall effort at coordination substitute for direct staff contact with the individual agencies represented on the committees. On the contrary, there is constant direct contact with the engineering and planning staff members and officials of the individual jurisdictions. There is also contact with the technical staff people in the State planning agency as well as in the State Department of Highways.

It has oftentimes been found necessary prior to taking matters up before these formal committees to discuss these matters with a few individual members in order to resolve in advance of a committee discussion possible differences that might crop up and to provide answers to questions before formal presentation to the committee as a whole. In this way it is much easier to develop a concensus on the part of the committee, as well as assuring that the Study's efforts are most responsive to the thinking and desires of the agencies for whom we are working.

The existence of the Puget Sound Governmental Conference has aided materially in effecting the coordination that is necessary for the Transportation Study. Were it not for the Conference it would be extremely difficult to keep the multitude of governmental agencies in the Puget Sound region fully informed and coordinated toward the common objective. The existence of the Conference has resulted in an extremely effective and workable structure of technicians, on the one hand, and elected and appointed officials and representatives of the public, on the other.

The success of the inter-governmental cooperation that brought about the Puget Sound Regional Transportation Study will best be measured once the Study is completed. The Study's success will be a measure of the effectiveness of the coordination which was carried out throughout the project. As of this date there appears to be reasonable assurance of success in achieving a region-wide concensus as to an integrated plan of transportation facilities as part of a region-wide development plan. The Transportation Study is an example of what can be accomplished through inter-governmental cooperation. It has, in turn, done much to further the effectiveness of inter-governmental cooperation in the Puget Sound region. It will make that much simpler the needed future efforts in implementing the plans of the Study.

As a summary of the organizational format of the various committees and agencies involved in the Puget Sound Regional Transportation Study, I would like to read from the Study Prospectus, which quite succinctly states the respective roles to be played in the Transportation Study. The Prospectus reads as follows:

" The Washington State Department of Highways will be responsible for administration of the Study, including control of quality and quantity of work in accordance with the specifications and with regulations of the Bureau of Public Roads.

The Puget Sound Governmental Conference will be responsible for coordinating efforts toward agreement on decisions required of county and city legislative bodies and for keeping them informed on progress of the Study. The Puget Sound Regional Planning Council will be responsible for review of proposed regional land-use plans and for recommendations to the Governmental Conference and to local planning commissions.

The Technical Committee, to be composed of city and county engineers; city and county planning directors; State Department of Highways, Bureau of Public Roads, and the Department of Commerce and Economic Development planning eingineers; and representatives of Port Commission staffs, public transit agencies, and the Puget Sound Governmental Conference staff will be responsible for review of specifications and all work on the study, including land-use, origin-destination survey, and the testing of proposed transportation systems. The Technical Committee will advise the Governmental Conference on matters related to the Study.

The Study Director will be responsible for administration of the staff in accomplishing objectives of the Study. The Director will be responsible for periodic reports to and consultation with the Governmental Conference and the Technical Committee.

The Study Director will be responsible to the Policy Committee in policy matters affecting the conduct of the Study. The Policy Committee will be

composed of a representative from each of the following agencies: the Puget Sound Governmental Conference, the Washington State Highway Commission, the Bureau of Public Roads division and regional offices, the Washington State Department of Commerce and Economic Development, and the Housing and Home Finance Agency.

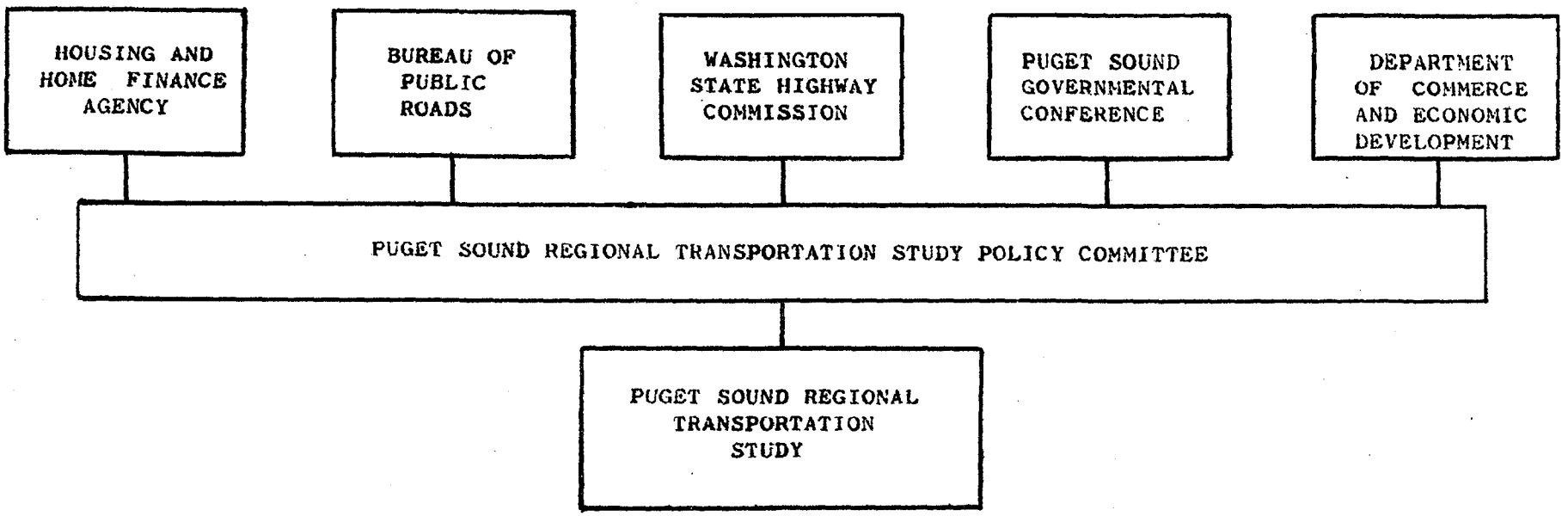
Local technical and citizen advisory committees will be the responsibility of local governmental units. "

Experience working within this Prospectus framework revealed that additional formal coordinating activities, including the Transportation Study-Department of Highways Coordinating Committee, as well as the State planning agency regional coordinator, were also necessary. However, experience has also shown that formal coordinating committees or organizations do not constitute an effective substitute for constant, direct face-to-face contact.

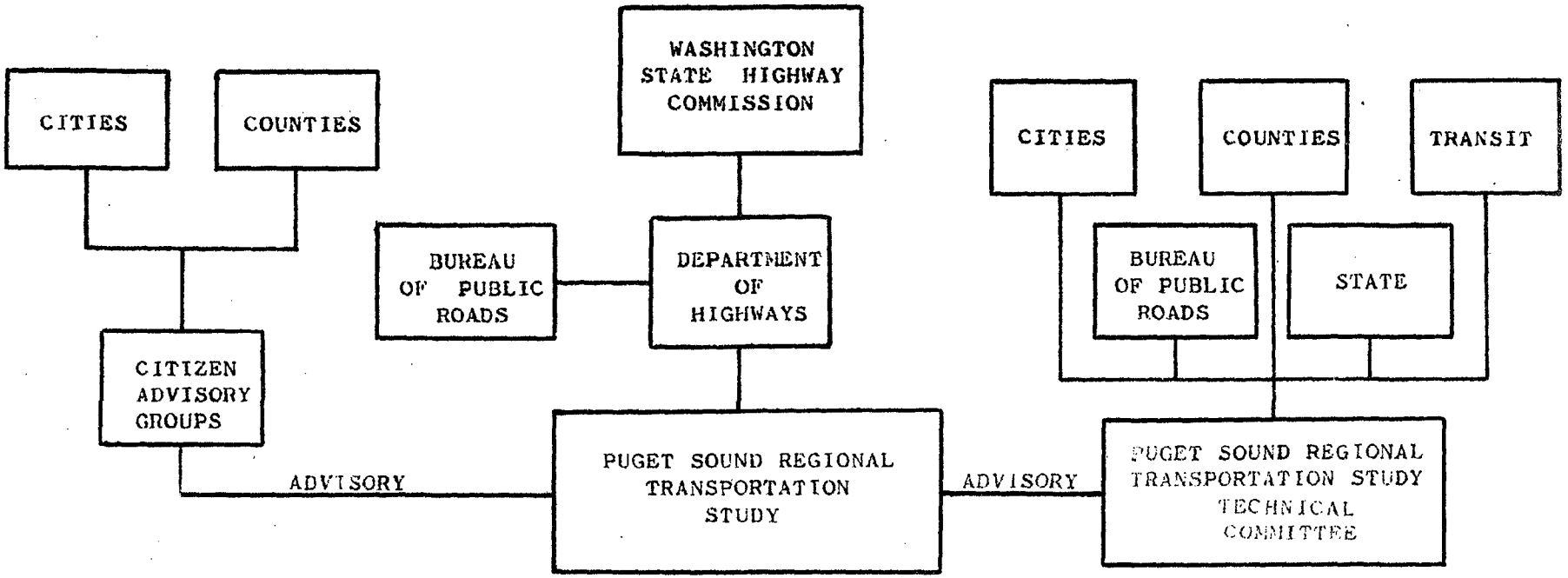
The function of coordination is important. It doesn't show up on the Study's Critical Path diagram but it's built in to each of our activities. The success of the transportation planning process depends upon effective coordination undertaken freely, honestly, and with frankness and candor. It is worth the effort.

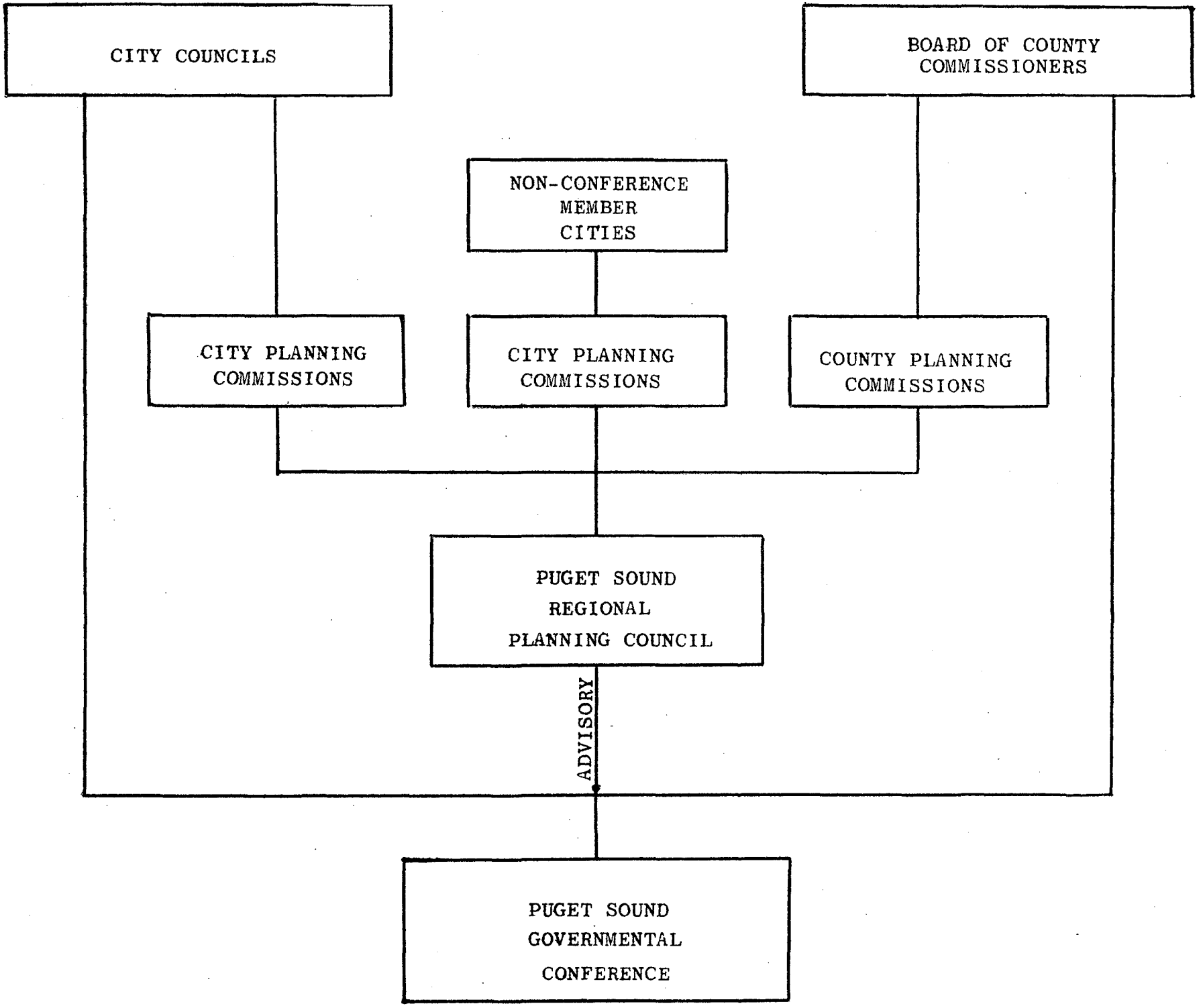
9-14-63

POLICY DIRECTION

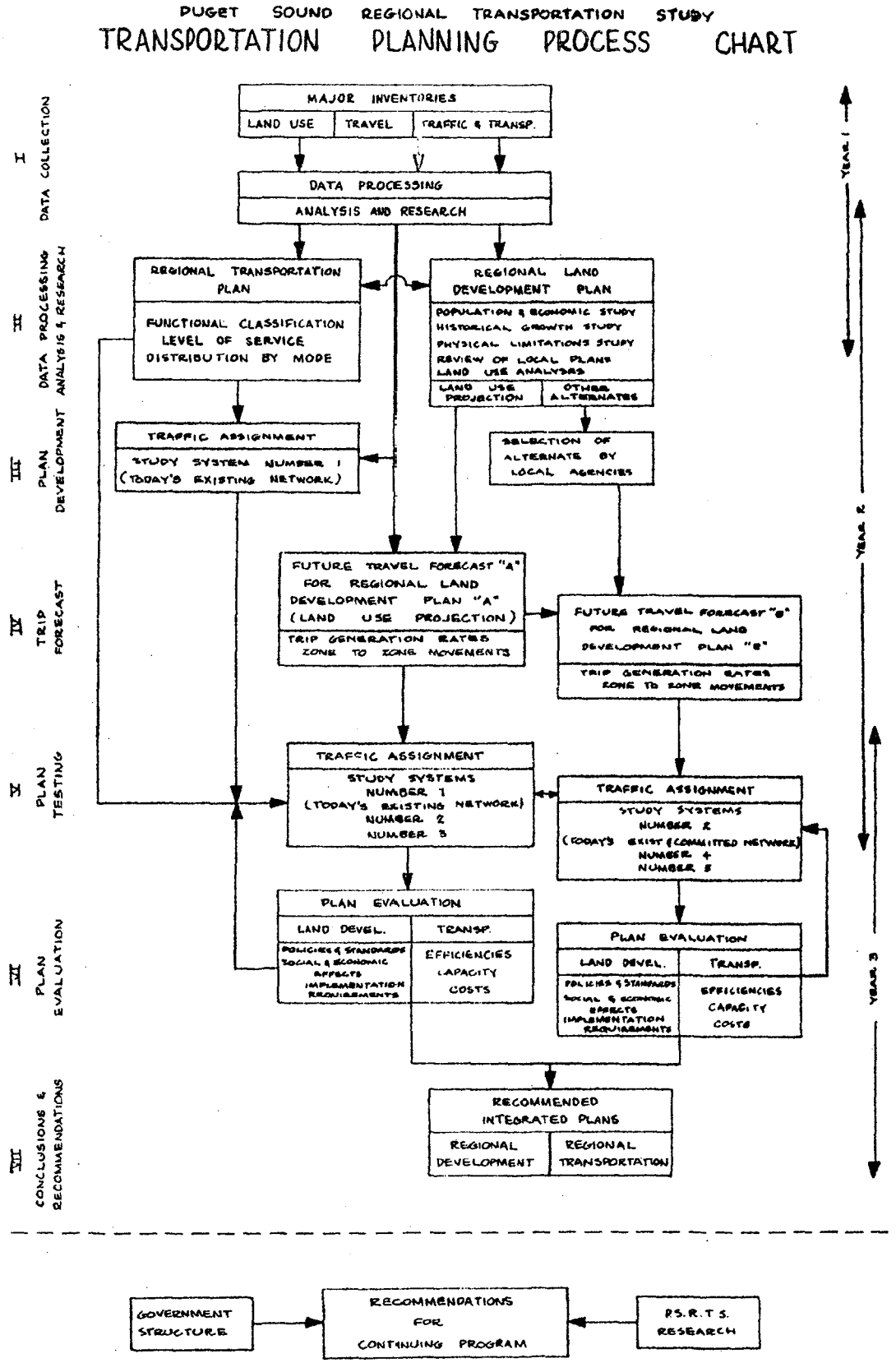


ADMINISTRATIVE DIRECTION AND ADVISORY GUIDANCE




CITY COUNCILS
BOARD OF COUNTY COMMISSIONERS
NON-CONFERENCE MEMBER CITIES
CITY PLANNING COMMISSIONS
CITY PLANNING COMMISSIONS
COUNTY PLANNING COMMISSIONS
PUGET SOUND REGIONAL PLANNING COUNCIL
ADVISORY
PUGET SOUND GOVERNMENTAL CONFERENCE

INTERRELATIONSHIPS BETWEEN LAND USE & TRANSPORTATION PLANNING PROCEDURES



ECONOMIC FACTORS AFFECTING DEVELOPMENT (1)

	COMMENTS	COMPLETE: Up-to-date	Needs Review	No Documentation	Underway	Not Started	Status Unclear
I Factors Outlined in BPR "Guidelines"							
a. Employment data by industry for study area & subunits	orig. study pub. '57, revised '62. F'cast to '75-80. No f'cast for subunits (except industrial and some commercial employment) or for intervening years						
b. Per capita income	Have 1960 & 1980 median family income by CT						
c. Income-consumption patterns, changes in demand for services vs basic necessities	Auto ownership & trips related to income only; except for population/retail employment & population/service employment studies						
d. Car ownership	Have car ownership for 1960, 1980 by CT						
e. Inventory of pertinent forecasts	Nothing current; need to coordinate with Willamette Basin Task Force						
f. Relative economic advantage in holding & attracting industries & workers to the Study Area							
g. Testing of employment/population f'cast with independent pop. f'cast based on demographic techniques							
II Other Factors							
a. Data systems for identifying changing trends							

POPULATION STUDIES (2)

	COMMENTS	COMPLETE: Up-to-date	Needs Review	No Documentation	Underway	Not Started	Status Unclear
I Factors Outlined in BPR "Guidelines"							
a. Survey of available historical data, total & by small areas							
b. Analyses of changes in growth rates & population composition							
c. Survey of studies by others							
d. Population forecast Household forecast	To 1975 extrapolated to 1980, by CT						
e. Age & sex breakdowns	Age breakdown for '65 and '75						
f. Testing for consistency with other studies							
II Other Factors							
a. Holding capacity studies based on - existing plans & policies - alternative LU plans	No current or fully consistent data available throughout study area						
b. Factors affecting population distribution -socio-economic - public policies - changes in existing & projected accessibility							
c. Data systems for identifying trends	Annual BP statistics						

LAND USE (3)

	COMMENTS	COMPLETE: Up-to-date	Needs Review	No Documentation	Underway	Not Started	Status Unclear
I Factors Outlined in BPR "Guidelines"							
a. Existing land use data - Coding & mapping system - Field survey - Storage & retrieval system - Area measurements - Updating system	Field survey & mapping nearly complete. System for converting to computer storage, area computations & retrieval being developed as part of metropolitan "databank"						
b. Land use projection/plan	Documented only in terms of population, employment, etc. by C.T.						
c. Land use plans (alternative)	No projection/plan map has been prepared						
d. Staging of development in 5-year incremental periods							
II Other Factors							
a. Inventory of zoning patterns							
b. Definition of development objectives							
c. Determination of effectuation measures and program							
III Evaluation Sub-Committee Recommendations 12/63							
a. A written review of findings, assumptions & procedures contained in the various separate technical reports covering land use, population & economic factors should be prepared, logically by the MPC							
b. Limitations on the land use, population & economic components with respect to inadequate data, more depth of analysis desired, & unforeseen metro. growth should receive written review & evaluation, by MPC & OSHD's Highway Economist and Urban Studies Engineer.							
c. The problem of evaluation criteria for the overall comprehensive plan should be tackled by TAC							

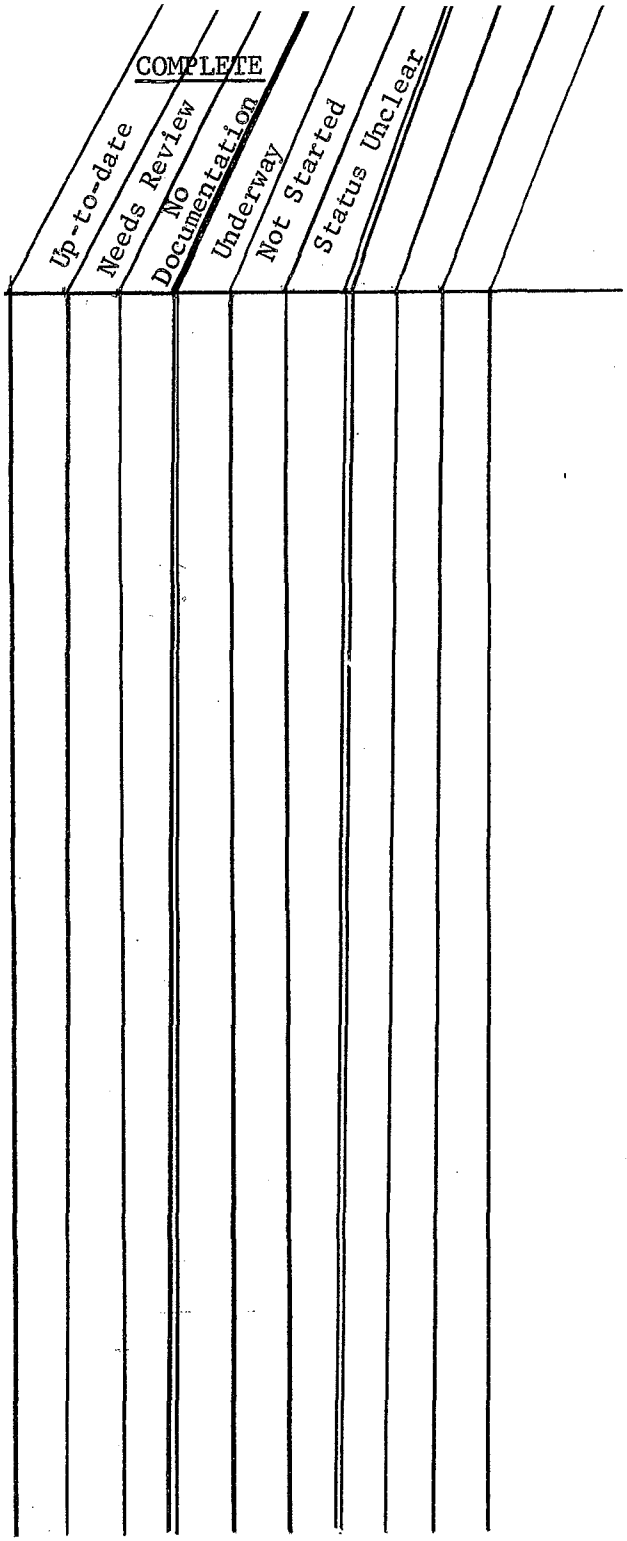
TRANSPORTATION FACILITES (4)

COMPLETE

	Up-to-date	Needs Review	No Documentation	Underway	Not started	Status Unclear	COMMENTS
I Factors Outlined in BPR "Guidelines"							
a. Functional classification of the street system							
b. Inventory of existing street system							
ROW width							Need to determine status, format, storage method, etc.
Roadway width							
Roadway type & condition							
Parking regulations							
Traffic control regulations & devices							
c. Operational characteristics							
Capacities of r'ways & intersections							Status, etc.? Existing vs projected?
Traffic volumes							
Traffic speeds at different volumes							
Accident frequency & location							
d. Coordinated traffic counting program							
ADT, AM & PM peak hours							
Cordon & screenline counts							
Turning movements,							
Vehicle classification counts							
e. Public transportation inventory - by transit line by period of the day for average weekday:							
Transit route map by type of service & transit vehicle							
Passenger counts at the CBD cordon or maximum load points							
Passenger fare distribution by single or combination fares							
Operating data:							
Revenue vehicle-miles							
Average seating capacity							
Route miles & running time							
Headways							
Ability to maintain schedules							
f. Modal split study							
g. Development of future test systems							

TRANSPORTATION FACILITES (4) cont'd.

COMMENTS



h. Assignment of traffic to future test systems

II Other Factors

a. Definition of development objectives

b. Determination of optimum standards of device

c. Plan effectuation measures & procedures advance reservation of right-of-way

TRAVEL PATTERNS (5)

COMPLETE

	COMMENTS	Up-to-date	Needs Review	No Documentation	Underway	Not Started	Status Unclear
I Factors Outlined in BPR "Guidelines"							
a. Analysis zones - internal - external	Within present study area; Review for extended study area						
b. Location & amount of travel by trip purpose, length, time of day, land use at O & D by Auto Transit Truck & taxi	1960 O-D Survey (Calibrated model not developed) Proposals requested from consultants for transit study						
c. Analysis of relationships between travel, land use & economic characteristics	Completed to 1980 for LU plan/projection only, no alternate patterns. No staging.						
d. Estimates of future travel; zone to zone, zone to ext. station, ext. station to station, by mode AM & PM peaks, 24-hour travel							
II Other Factors							
a. Weekend travel patterns							
III Evaluation Sub-Committee Recommendations 12/63							
a. Need modal split analysis followed by a mass transit study							
b. Fratar method inadequate; after determination of critical facilities a mathematical model should be used to check & revise future trip distribution							

TERMINAL AND TRANSFER FACILITIES (6)

COMMENTS

COMPLETE

Up-to-date | Needs Review | No Documentation | Underway | Not Started | Status Unclear

I Factors Outlined in BPR "Guidelines"

a. Inventory of curb & off-street parking facilities in "critical areas"

b. Inventory of location & use of truck loading & unloading facilities

c. Parking rates & times to park & unpark vehicles off-street by hour of the day

d. Special study of prototype major terminal facilities to determine future requirements for similar terminals

e. Estimates of future requirements for parking & commercial loading & unloading facilties in critical areas, based on travel forecasts by trip purpose & time of day; consistent with trafficways plan

Are "critical areas" systematically and adequately defined and identified?

II Evaluation Subcommittee Recommendations 12/63

a. 1980 commercial vehicle loadings should be separated from total vehicle loadings on future test systems

b. On and off-street loading facilities in downtown Portland and the Northwest Industrial Area should be surveyed & studied

c. Parking studies are needed

Northwest industrial district
Apartment areas adjacent to downtown
Around high schools & several strip commercial & ind. areas
Bonneville-Federal govt. area near Lloyd Center
Portland State College
Multnomah Stadium
Civic Auditorium
Memorial Coliseum
Gresham
Oregon City

TRAFFIC ENGINEERING FACILITIES (7)

COMMENTS

COMPLETE

Up-to-date | Needs Review | NO Documentation | Underway | Not Started | Status Unclear

I Factors Outlined in BPR "Guidelines"

a. Consideration of traffic engineering measures for optimum utilization of potential trafficways capacity
   - improved signal operations
   - turning movement controls
   - parking restrictions
   - unbalanced lane operations
   - one-way street operations
   - through street systems
   - signs & markings
   - channelization
   - street lighting
   - pedestrian controls
   - enforcement of regulations

Inventory of all traffic control devices underway or completed in Portland, Vancouver, Wash. Co. & on all state highways in study area

precise status?
data format?
storage method?

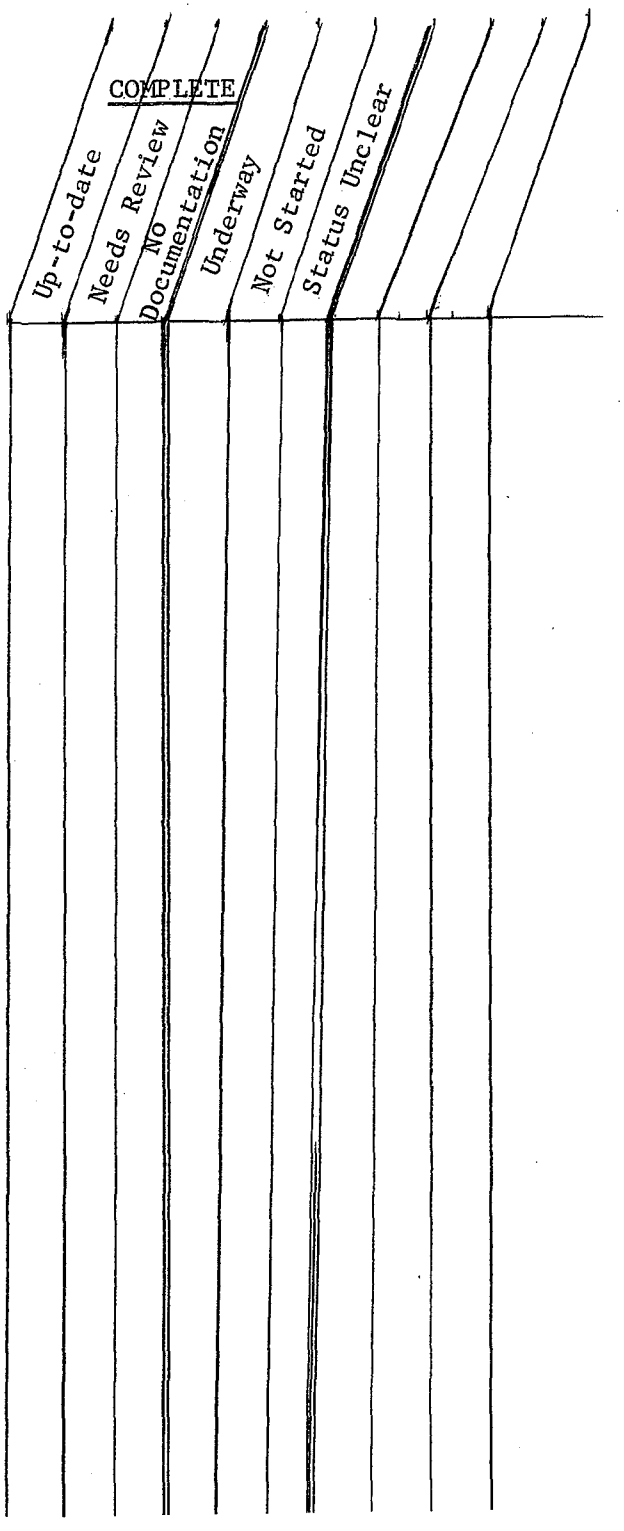
Planned, needed & projected changes?

II Evaluation Subcommittee Recommendations 12/63

a. Non-uniform traffic signs & obsolete traffic signal systems need to be identified
b. Critical streets & intersections should be identified & plans for improvements made after adoption of comprehensive trafficways plan
c. Accident frequency should be used in assigning priorities
d. Traffic engineering assistance to counties and smaller cities by Portland, Vancouver, OSHD and WDOH should be continued

ZONING ORDINANCES, SUBDIVISION REGULATIONS, BUILDING CODES, ETC. (8)

COMMENTS



I Factors Outlined in BPR "Guidelines"

a. Analysis of existing laws and ordinances in the light of objectives for future development
   -- documentation of deficiencies
   -- recommended revisions & additional regulations

II Other Factors

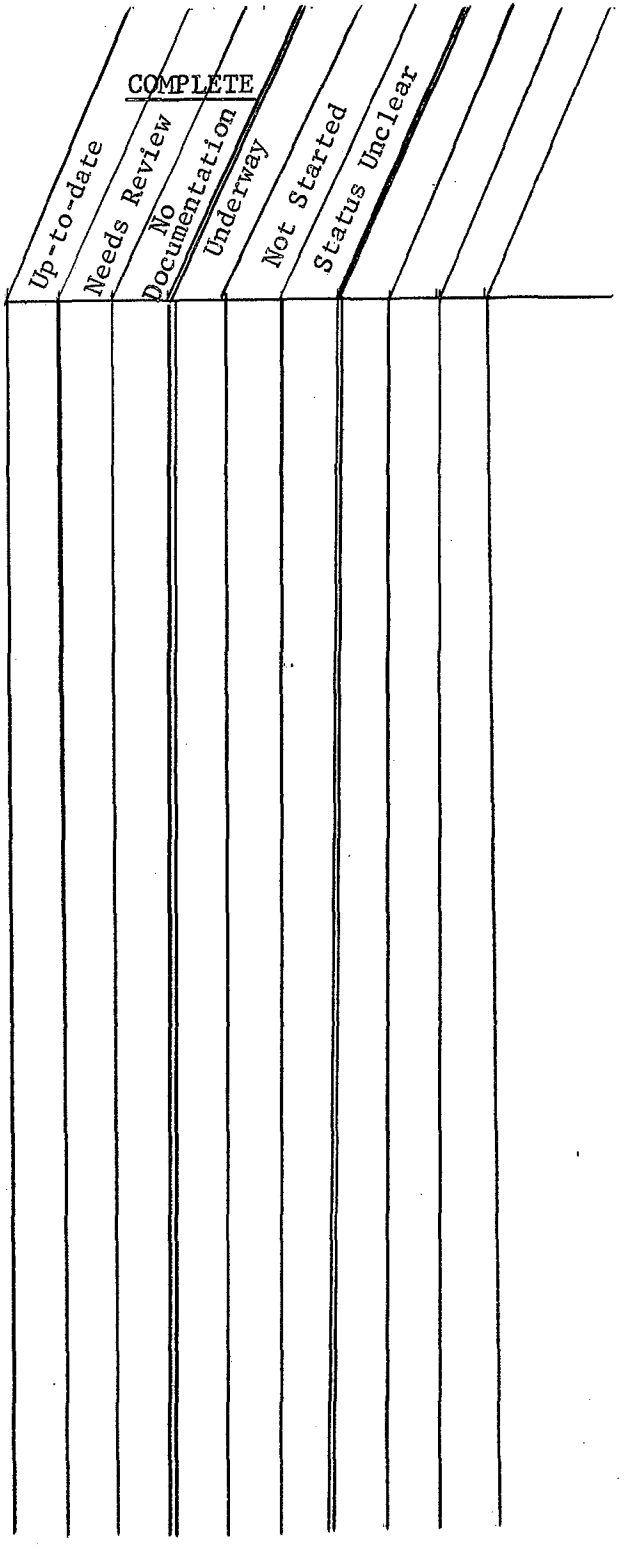
a. Definition of objectives

III Evaluation Subcommittee Recommendations 12/63

a. Comprehensive plan the primary tool to control future development
b. Comprehensive plans, and codes & ordinances should be coordinated between jurisdictions by MPC
c. Existing comprehensive plans, codes & ordinances should be reviewed & evaluated by MPC in the light of area-wide studies

FINANCIAL RESOURCES (9)

COMMENTS



I Factors Outlined in BPR "Guidelines"

a. Inventory of sources & amounts of revenue and of disbursements in the study area over the past 5-10 years for
   construction
   maintenance
   operation of facilities
   for all pertinent governmental units

b. Future resources of each governmental unit
   - overall financial condition
   - trend of funded debt
   - legal debt limitations, taxing restrictions

c. Forecasts of revenue available for transportation improvements in study area

II Other Factors

a. Requirements & standards for inclusion of routes on federal & state aid systems

III Recommendations of Evaluation Subcommittee 12/63

a. Analysis of expenditures for new construction within past 10 years, estimates of funds for next 20 years, by jurisdiction

b. Standards to which new facilities will be built should be defined by each agency

c. Prepare cost estimates for each agency's portion of the completed plan; determine priorities

d. Identify any deficiency of funds, by agency

e. Fiscal plan should be in detail for immediate 5 years, & a general estimate for following 15 years, reviewed annually

f. Accomplished by participating agencies under direction of OSHD staff member specially assigned

SOCIAL AND COMMUNITY VALUE FACTORS (10)

COMMENTS

COMPLETE

Up-to-date | Needs Review | NO Documentation | Underway | Not Started | Status Unclear

I. Factors Outlined in BPR "Guidelines"

a. The following kinds of factors should be studied:
- Open space, parks, recreation facilities
- Preservation of historical sites & buildings
- Relationship between new transportation facilities and neighborhoods
  - school districts
  - ethnic groups
  - fire station districts
- Natural landscape, scenic vistas, topography
- Location & design of new facilities with respect to appearance for the motorist, pedestrian, & nearby resident

Recreation Outlook & preliminary open space studies completed

Components available, but no agreed-on urban neighborhood plan exists.

II Recommendations of Evaluation Subcommittee 12/63

a. The transportation plan should be evaluated from the viewpoint of a non-users cost-benefit analysis, quantified where possible

Non-users cost/benefit analysis completed for alternate I-205 alignments

b. Responses to transportation proposals should be solicited from pertinent private & quasi-public groups prior to making recommendations

c. Public agencies, esp. local planning commissions, should be asked for responses

d. Major new research efforts should be undertaken by various agencies, including some private ones, coordinated by an appropriate technical group, and including both
  - specific alignment studies
  - more extensive community impact studies

III Other Factors

a. Need for research & local testing of assumptions, findings conclusions and hypotheses in the Non-users report for I-205

ORGANIZATION OF PORTLAND METROPOLITAN AREA TRANSPORTATION STUDY AS RECOMMENDED BY THE OREGON STATE HIGHWAY DEPARTMENT

STATE OF OREGON
State Highway Department - Maintains liaison with Washington State Highway Dept. Assigns members from Policy and Advisory Committee to Washington Transportation Study.

STATE OF WASHINGTON
State Highway Department - Maintains liaison with Oregon State Highway Dept. Assigns members from Washington Transportation Study committee to Oregon Transportation Study Committees.

Oregon State Highway Dept.
Prepared appropriate studies. Calls meeting of Policy Committee. Compiles and publishes transportation study reports.

Oregon State Board of Higher Education

Three Oregon Counties
Prepare appropriate studies

Metropolitan Planning Com.
Prepares appropriate studies

Port of Portland
Prepares appropriate studies

Thirteen Oregon Cities
Prepare appropriate studies

POLICY COMMITTEE

Formulates policy for transportation study administration

One member from each agency:
Oregon State Highway Department
Oregon State Board of Higher Ed.
Clackamas County
Multnomah County
Washington County
Metropolitan Planning Commission
Port of Portland

Wash. State Hwy. Dept. (non-voting)
Cities of: Beaverton, Fairview, Gladstone, Gresham, Lake Oswego, Milwaukie, Oregon City, Portland, Tigard, Troutdale, Tualatin, West Linn, Wood Village

TECHNICAL ADVISORY COMMITTEE

Advises Policy Committee. Cooperates with Oregon State Highway Department Transportation Study Engineer

One member from each agency:
Oregon State Highway Dept. (Chairman)
Oregon State Board of Higher Ed.
Clackamas County
Multnomah County
Washington County
Metropolitan Planning Commission
Port of Portland

Wash. State Hwy. Dept. (non-voting)
Cities of: Beaverton, Fairview, Gladstone, Gresham, Lake Oswego, Milwaukie, Oregon City, Portland, Tigard, Troutdale, Tualatin, West Linn, Wood Village

P.C.P.C.

Not for publication

SUBMITTED BY OREGON STATE HIGHWAY DEPT.
TO SIGNATORY AGENCIES 11-4-64

A G R E E M E N T

THIS AGREEMENT, made and entered into this _____ day of _____, 1964, by and between the STATE OF OREGON, by and through its State Highway Commission, hereinafter called "State"; the STATE OF OREGON acting by and through its Board of Higher Education hereinafter called "Board" on behalf of the Bureau of Municipal Research and Service of the University of Oregon, hereinafter called "University"; MULTNOMAH, CLACKAMAS, and WASHINGTON COUNTIES, political subdivisions of the State of Oregon, by and through their Board of County Commissioners, hereinafter called "Counties"; the CITIES OF PORTLAND, OREGON CITY, GRESHAM, TROUTDALE, FAIRVIEW, TUALATIN, LAKE OSWEGO, MILWAUKIE, TIGARD, GLADSTONE, BEAVERTON, WEST LINN, AND WOOD VILLAGE, by and through their Mayors and Recorders hereinafter called "Cities"; the PORT OF PORTLAND by and through its General Manager; and the METROPOLITAN PLANNING COMMISSION, by and through its Chairman, hereinafter called "Commission";

W I T N E S S E T H

RECITALS:

1. Commission, a body created by an agreement which was entered into pursuant to provisions of ORS 190.010 to 190.110 can receive grants from the Housing and Home Finance Agency under the Urban Planning Assistance Program for comprehensive planning for community development of the entire Portland Metropolitan Area within Multnomah, Clackamas, and Washington Counties having common or related urban development problems.

2. State, has funds available, allocated in part through the Bureau of Public Roads for Highway Planning and Research, which can be used to facilitate planning aimed at assuring a highway system compatible with sound community development.

3. ORS 190.010 to 190.110, ORS 215.010 to 215.190 and 227.010 to 227.150 provide for planning commissions, consultation and cooperation in planning between the various levels of government of this state and creation of committees to implement such cooperation.

4. Pursuant to ORS 366.770 and 366.290, State may enter into cooperative agreements with counties, road districts, cities or other municipalities of the state for the construction, reconstruction, repair or maintenance of any state highway; and select, locate, establish, designate, improve and maintain a system of secondary highways by mutual agreement with the county courts of the various counties, and provide for the allocation of the costs of the project to the contracting parties.

5. Pursuant to said authority: State; University; Multnomah, Clackamas and Washington Counties; cities of Portland, Oregon City, Gresham, Troutdale, Fairview, Tualatin, Lake Oswego, Milwaukie, Tigard, Gladstone, Beaverton, West Linn, and Wood Village; Port of Portland; and the Commission plan and propose to enter into a cooperative agreement for the preparation of a comprehensive transportation planning study of the Portland urban area embracing various modes of transport in a manner that will serve the State and local communities efficiently and effectively, and to establish a continuing process for implementing and updating the study in accordance with the needs of the communities.

6. It is recognized that a nonformalized cooperative function has been operative since 1960 with direct representation from each participating county, state, City of Portland, and delegated representation from cities within each county for the purpose of preparing a transportation plan for the Portland-Vancouver Metropolitan Area harmonious with the citizens' desires for community development and making continuing planning for integrated action programs.

Heretofore, the State of Washington, by and through the Washington State Department of Highways and the Department of Commerce and Economic Development; Clark County and the cities of Vancouver, Camas and Washougal in the State of Washington, have been parties to this cooperative function. The States of Oregon and Washington, by and through their respective Highway Departments, will continue the agreement now existing between these states. Each will process an agreement with individual governmental units within their jurisdiction and will process their internal transportation studies. The States of Oregon and Washington will maintain liaison in matters of mutual concern and will assign a member of their respective departments and a member of their respective Policy Committees and Technical Advisory Committees to the comparable organization of the other state to insure continuity. The liaison members so assigned shall be nonvoting.

7. It is further recognized that the participating agencies have gathered and assembled certain basic data, projected travel to a future year and generally operated in a coordinated and cooperative undertaking since 1960, and that there remains to be done, in addition to the functions already undertaken, the following dependent surveys and studies -- mass transit study, terminal and transfer facility study, traffic control features survey, a study of zoning ordinances, subdivision regulations, building codes, a study of financial resources of each agency, and investigation of social and community value factors for the area.

8. Exhibit "A", which is attached hereto and by this reference made a part hereof, constitutes the entire undertaking of the contracting parties and indicates the work to be performed.

NOW, THEREFORE, the premises being in general as stated in the

foregoing RECITALS, it is agreed by and between the parties hereto as follows:

THINGS TO BE DONE BY STATE

1. State, by execution of this agreement, affirms said Exhibit "A" and all other provisions set forth under THINGS TO BE DONE BY COUNTIES, CITIES, PORT OF PORTLAND, COMMISSION and GENERAL PROVISIONS.

2. State, at its own expense, shall perform the appropriate segments of the study items outlined in Exhibit "A" as directed by the Policy Committee.

3. In addition to the transportation study obligations undertaken pursuant to said Exhibit "A", State shall compile and publish reports as required for the Portland Metropolitan Area Transportation Study. The first report, which has been published by the State is a compilation of factual data gathered and analyzed under Stage I and defined in said Exhibit "A" as "Getting the Transportation Facts". Additional reports covering the other stages of the study will be published by the State as directed by the Policy Committee. Copies of said reports will be reproduced and made available in reasonable numbers to all parties of interest.

4. State will obtain approval of the Bureau of Public Roads for assistance in providing the sums provided in Exhibit "A" as State's share of the cost of the Portland Metropolitan Area Transportation Study.

THINGS TO BE DONE BY COUNTIES

1. Counties, by execution of this agreement, affirm said Exhibit "A" and all other provisions set forth under THINGS TO BE DONE BY STATE, CITIES, PORT OF PORTLAND, COMMISSION, and GENERAL PROVISIONS.

2. Counties, at their own expense, shall perform the appropriate segments of the study items outlined in Exhibit "A" as directed by the

Policy Committee, and make available to the State full reports of their studies thereunder so that the same may be compiled into the reports to be published by the State.

3. Counties, shall execute this agreement during a duly authorized session of their Board of County Commissioners.

THINGS TO BE DONE BY CITIES

1. Cities, by execution of this agreement affirm said Exhibit "A" and all other provisions set forth under THINGS TO BE DONE BY STATE, COUNTIES, PORT OF PORTLAND, COMMISSION, and GENERAL PROVISIONS.

2. Cities, at their own expense, shall perform the appropriate segments of the study items outlined in Exhibit "A" as directed by the Policy Committee, and make available to the State full reports of their studies thereunder so that the same may be compiled into the reports to be published by State.

3. Cities, shall pass an ordinance or resolution, as the case may be, authorizing the Mayor and Recorder to enter into this agreement and the same shall be made a part hereof and attached hereto.

THINGS TO BE DONE BY PORT OF PORTLAND

1. Port of Portland by execution of this agreement, affirms said Exhibit "A" and all other provisions set forth under THINGS TO BE DONE BY STATE, COUNTIES, CITIES, COMMISSION, and GENERAL PROVISIONS.

2. Port of Portland, at its own expense, shall perform the appropriate segments of the study items outlined in Exhibit "A" as directed by the Policy Committee, and make available to the State full reports of its studies thereunder, so that the same may be compiled into the reports to be published by State.

3. Port of Portland shall execute this agreement during a regular authorized meeting of its Commission.

THINGS TO BE DONE BY COMMISSION

1. Commission, by execution of this agreement, affirms said Exhibit "A" and all other provisions set forth under THINGS TO BE DONE BY STATE, COUNTIES, CITIES, PORT OF PORTLAND and GENERAL PROVISIONS.

2. Commission, at its own expense, shall perform the appropriate segments of the study items outlined in Exhibit "A" as directed by the Policy Committee, and make available to the State full reports of its studies thereunder so that the same may be compiled into the reports to be published by State.

3. Commission, may apply to the Housing and Home Finance Agency for its participation with funds in the conduct of the work to be performed by said Commission. Said applications will or have been submitted to the State Board of Higher Education through the Bureau of Muncipal Research and Services located at the University of Oregon.

4. Commission, shall execute this agreement during a regular meeting called pursuant to its adopted rules.

GENERAL PROVISIONS

1. The purpose of this agreement is to effect a cooperative transportation study of the Portland Metropolitan Area with the work to be done by the participants as set forth in said Exhibit "A". No exchange of money between the parties to this agreement is contemplated as the objective sought is the work which is hereby agreed to be performed by the parties.

2. Upon the completion of the signing of this agreement, a duly appointed representative of each signatory shall attend a meeting to be called by the Oregon State Highway Department for the purpose of forming a Policy Committee to administer the Portland Metropolitan Area Transportation Study. When said Policy Committee has been formed, each

member shall appoint one representative to a Technical Advisory Committee. The purpose of said Technical Advisory Committee shall be to serve in an advisory capacity to the Policy Committee concerning technical matters and to work in cooperation with the Portland Metropolitan Area Transportation Study Engineer. Said Transportation Study Engineer will be an Oregon State Highway Department employee and the Chairman of the Technical Advisory Committee.

3. It is agreed and understood by the parties hereto that this agreement for said transportation study is undertaken with the understanding that certain Federal funds shall be available and appropriated by the Federal Government to Commission and State through the Housing and Home Finance Agency and Bureau of Public Roads, respectively; that in the event that Federal funds are not forthcoming, the obligations undertaken by the parties to this agreement shall cease until a new agreement is negotiated between the parties.

4. Entering into this agreement does not waive any party's rights established by statute with respect to any projected or proposed improvement within the party's legal jurisdiction.

IN WITNESS WHEREOF, the parties hereto have set their hands and affixed their seals as of the day and year first above written.

This agreement was approved by the Oregon State Highway Commission on _____, 19___, at which time the Secretary for the Commission was authorized and directed to sign said agreement for and on behalf of the Commission. Said authority is set

E X H I B I T "A"

Objective:

Section 9 of the Federal-Aid Highway Act of 1962 approved October 23, 1962, amended Chapter 1 of Title 23, United States Code by the addition of a new section 134 which reads as follows:

> "It is declared to be in the National interest to encourage and promote the development of transportation systems embracing various modes of transport in a manner that will serve the States and local communities efficiently and effectively. To accomplish this objective the Secretary shall cooperate with the States, as authorized in this title, in the development of long-range highway plans and programs which are properly coordinated with plans for improvements in other affected forms of transportation and which are formulated with due consideration to their probable effect on the future development of urban areas of more than 50,000 population. After July 1, 1965, the Secretary shall not approve under section 105 of this title any program for projects in any urban area of more than 50,000 population unless he finds that such projects are based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities in conformance with the objectives stated in this section."

As a result of the above amendment, consideration must be given to a total transportation study in the Portland Area. A Policy Committee is therefore to be formed consisting of the signatories of this agreement.

The Policy Committee shall be responsible for the transportation study, both in the data collection phase as well as the continuing planning phase. The responsibilities shall encompass supervision of the study, formulation of transportation plans and adaptation of the preferred plan.

In addition, the aforesaid committee shall be endowed with the required powers deemed necessary to complete the transportation planning process.

Scope:

An area comprising some 370 square miles within the approximate boundaries of the Community of Aloha on the west, Columbia River on the

north, Gresham on the east, Oregon City on the south, is necessary for inclusion in a total study. A map showing the area is attached.

The four stages listed below need be undertaken:

Stage I - Getting the Transportation Facts

In conjunction with the above objective, sufficient facts must be gathered for the following basic elements:

1. Economic Factors Affecting Development
2. Population
3. Land Use
4. Existing Transportation Facilities (All Modes)
5. Travel Patterns (All Modes)
6. Terminal Facilities
7. Traffic Engineering Features
8. Land Use Controls
9. Financial Resources
10. Social and Community-Value Factors

Stage II - Defining the Problem

When the basic fact-gathering studies have been completed, the transportation problem will then be defined. First, the facts must be consolidated in such a way that they accurately portray the current status of transportation in the community or area. The various blocks of data that were developed in the recommended investigations must be fitted together. On the basis of this integrated body of information, a reliable estimate of future transportation conditions can be made.

Then, by comparing existing and anticipated conditions with appropriate standards, it is possible to determine the extent of deficiencies.

Stage III - Developing the Transportation Plan and Financial Program

When the basic transportation and land use facts have been fully developed and analyzed, as set forth in Stages I and II above, a realistic transportation plan and financial program geared to the needs of the community must be created. The facts collected and studied will reveal the size and nature of the problem. The anticipated number of

auto, transit and truck trips at given future times can be determined. Deficiencies in the street plan and transit system can be brought into the clear. In the course of arriving at these estimates, the impact of the geographical, historical, social and economic factors will have been weighed.

The transportation plan and financial program developed will be effective to the degree that it contributes to the aims of community development. A sound blueprint for over-all transportation improvement can be drawn only in light of fundamental city, county and state plans. All the plans and programs must be interwoven and, from a broad point of view, must actually be regarded as one.

Stage IV - Adopting the Preferred Plan and Financial Program

Every step described and outlined in this agreement is directed towards a single goal: the development of a factual, orderly, and continuous plan of transportation improvement designed to gain public approval and the necessary funds to carry it out. Steps must be taken for the acceptance and adoption of the preferred transportation plan and financial program so that it may be applied to and carried out.

Responsibilities of Participating Agencies

It shall be the responsibility of each participating agency to provide the appropriate data within their jurisdiction listed in the following tabulation as directed by the Policy Committee, and to keep said data current to the extent that it may be used in the continuing transportation study.

WORK ITEMS FOR THE PORTLAND METROPOLITAN AREA TRANSPORTATION STUDY

1. Economic Factors Affecting Development

    A. Employment Data 1/
    B. Per Capita Income 1/
    C. Income Consumption Patterns 1/
    D. Car Ownership per Capita 1/

2. Population

    A. Historical Data 1/
    B. Future Forecast 1/

3. Land Use

    A. Existing 1/
    B. Future Forecast 1/

4. Existing Transportation Facilities (All Modes)

    A. Street Classification by Use 1/
    B. Physical Street System 1/
    C. Traffic Volumes 1/
    D. Travel Times 1/
    E. Street Capacities 1/
    F. Accidents 1/
    G. Parking Regulations 1/
    H. Traffic Control Regulations and Devices
    I. Transit Service

5. Travel Patterns (All Modes)

    A. Existing (Origin-Destination Survey) 1/
    B. Future (By Computer Projection) 1/

6. Terminal Facilities

    A. Parking (Curb and Offstreet)
    B. Commercial Vehicles

7. Traffic Engineering Features

8. Land Use Controls

    A. Zoning Ordinances
    B. Subdivision Regulations
    C. Building Codes

1/ Completed portions of the initial study.

9. Financial Resources

    A. Inventory of Sources and Expenditures

        (1) Historical Data
        (2) Future Forecast

10. Social and Community-Value Factors

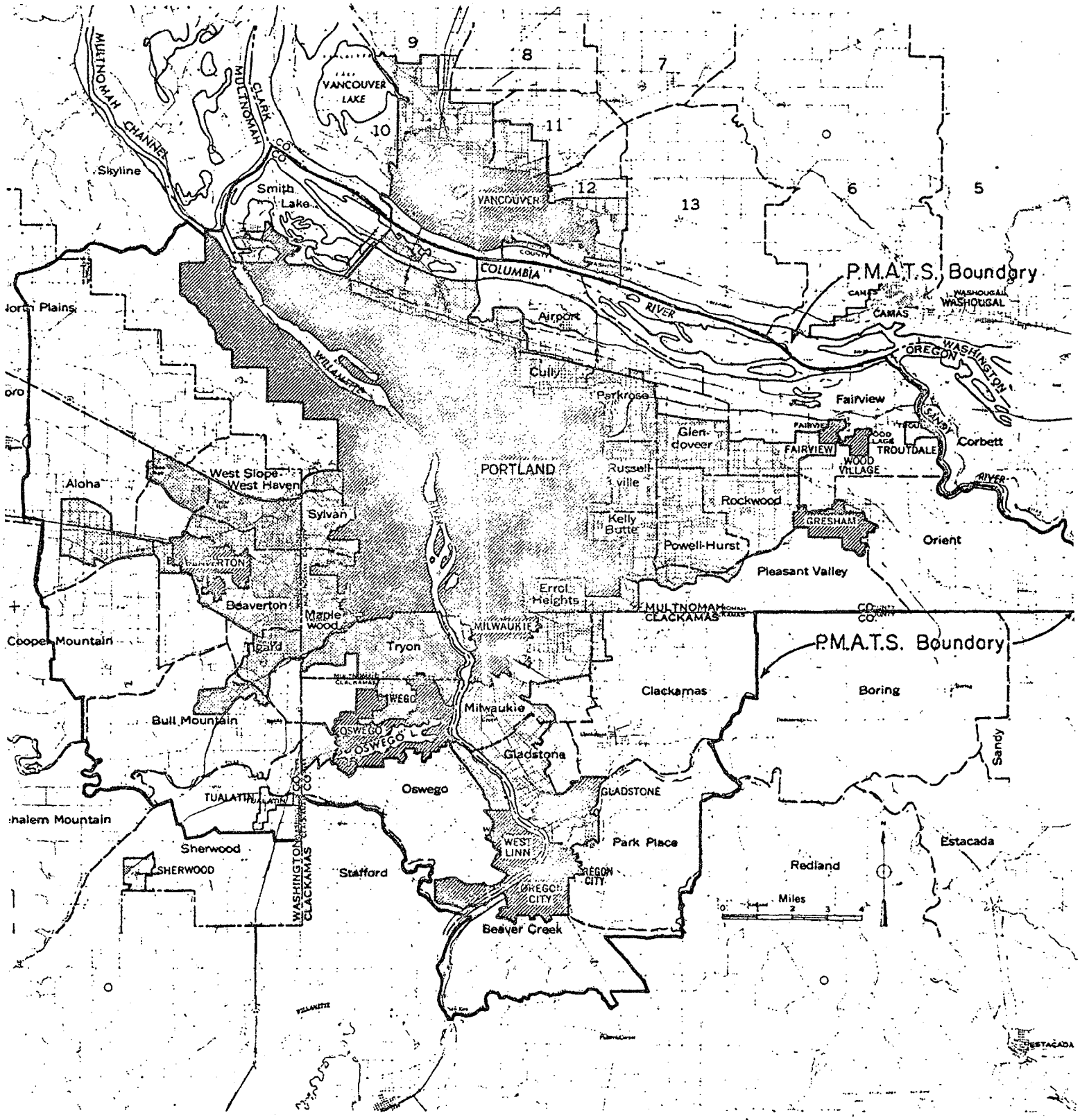
    A. Preservation of Existing Open Space, Recreational Facilities, and Historical Sites
    B. Environmental Amenities
    C. Aesthetics

DEFINITIONS OF WORK ITEMS

Street Classification by Use	~~Classification of streets into groups~~ according to present use.
Physical Street System	Collection and assembly of information on the physical characteristics and condition of the major street system (right of way width, roadway width, roadway type and condition, et cetera).
Traffic Volume	Collection and analysis of sufficient data to determine the present level of service performed by the major street system.
Travel Time	Collection of travel time data (time from one's origin to his destination via the major street network) on individual segments of the major street system, as a basis for determining the present level of service performed by the system.
Street Capacity	Collection of sufficient data to analyze the ability of the major street system to accommodate vehicular traffic.
Accidents	Inventory and analysis of the frequency and location of accidents.
Parking Regulations	Inventory and analysis of existing parking regulations on the major street systems.
Traffic Control Regulation and Devices	Inventory and analysis of present traffic regulations and traffic control facilities (signals, signs, et cetera) on the major street system.
Transit Service	Study of the historical background and present use of transit facilities.
Terminal Facilities - Parking	Inventory and analysis of all parking facilities, both curb and offstreet garages and lots, primarily in the areas of high commercial development. This includes parking rates and average length of stay by hour of day.
Terminal Facilities - Commercial Vehicles	Collection and assembly of data on selected major terminal facilities serving a substantial volume of commercial traffic to serve as a basis for determining requirements for future similar terminals.

PORTLAND URBANIZED AREAS

PORTLAND METROPOLITAN AREA TRANSPORTATION STUDY



COMPONENTS OF URBANIZED AREA

- Incorporated Places
- Unincorporated Area

BOUNDARY SYMBOLS

- State Line
- County Line
- Census County Division Line