

2007-2009  
BIENNIAL REPORT

# Oregon Transportation and Growth Management Program

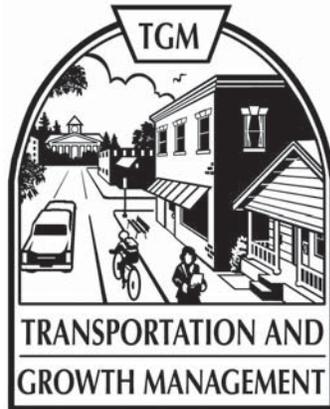
A joint program of the Oregon  
Department of Transportation

and

Oregon Department of Land  
Conservation and Development

January 2009





### **TGM MISSION**

Oregon's Transportation and Growth Management Program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go.

***TGM: Better Ways to Better Places***

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MESSAGE FROM TGM  
PROGRAM AGENCY DIRECTORS



When the Oregon Transportation and Growth Management (TGM) Program began in 1993, gas cost about a dollar a gallon. The general public knew little about global warming and even less about transportation-related greenhouse gases. Today it's hard to pick up a newspaper without seeing articles on unstable fuel prices, climate change, or both.

From its inception, TGM has worked to give Oregonians more transportation choices, especially by making walking, biking, and using transit more convenient and by planning more efficient street networks. This expansion of transportation options always made good sense, but today's concerns about volatile fuel prices and climate change make TGM's longstanding goal of improving transportation choices more important than ever.

By helping local governments do better transportation planning – and better integrate transportation and land-use planning – TGM accomplishes several objectives in addition to expanding transportation choices: It gives Oregonians an opportunity to soften the impact of future gas-price hikes on their wallets. It gives communities a way to reduce their carbon footprints. It improves safety for pedestrians, bicyclists, and motorists. It helps communities strengthen their economic vitality and attract new business. And it enhances the efficiency of the overall state transportation system so that highways can handle the movement of goods and people.

Projects launched by TGM during the current 2007-09 biennium range from a safe-routes-to-school initiative in Marion County to plans for bicycle-pedestrian networks in Roseburg and Joseph; from better rail and bus connections in Elgin to zoning for more walkable development in Ashland; and from a local street network plan in John Day to a regional strategy for transportation system management in the Portland metropolitan region and a highway corridor study in South Redmond.

Meanwhile, TGM projects completed in previous biennia have borne fruit. In Irrigon, for example, a new city hall opened its doors, advancing local efforts to create a strong town center. In the Portland area, Beaverton and Hillsboro moved ahead with a parking strategy intended to foster transit and pedestrian-oriented development in major regional centers. And in Medford, a new bus station celebrated its grand opening in October 2008.

In these and other ways, the TGM Program advances goals widely supported by Oregonians and identified as critical by the Governor, the Oregon Transportation Commission, and the Oregon Land Conservation and Development Commission.

A handwritten signature in black ink, appearing to read 'Richard Whitman'.

Richard Whitman, Director

*Department of Land Conservation & Development*

A handwritten signature in black ink, appearing to read 'Matthew Garrett'.

Matthew Garrett, Director

*Oregon Department of Transportation*

## TGM: PLANNING PRINCIPLES AND SERVICES

The Oregon Transportation and Growth Management Program (TGM) works with local governments to give Oregonians more transportation choices. A partnership between the Oregon Department of Land Conservation and Development and the Oregon Department of Transportation, TGM seeks to make walking, biking, and using transit safer and more convenient; economic centers more vibrant and successful; neighborhoods more livable, walkable, and better connected. In advancing these goals, the program enhances the state's road system as a whole and improves the ability of commercial enterprises to move along the highways to deliver goods and services.

When many of Oregon's transportation needs, especially those requiring new infrastructure, are hugely expensive, TGM offers a way to make many small, low-cost improvements that, taken together, yield big results for the system as a whole. Inexpensive but thoughtfully conceived improvements to community design can not only allow many people to get where they want to go, cheaply and easily, but they can also reduce the need to travel in the first place. Moreover, because TGM is funded primarily by the Federal Highway Administration, the program enables Oregon to leverage a comparatively small state investment with federal dollars. Through this non-regulatory, voluntary program, local governments may take advantage of an alternate "route" to greater transportation efficiencies.

TGM recognizes that land use patterns and community design significantly affect transportation options. For example, scattered development that lacks good connections between local destinations increases the need for driving. Such development often requires people to take very short trips – sometimes even between neighboring businesses – by car. Well-planned development with good street and walkway connections improves transportation options and reduces the need to drive.



*Pedestrian friendly development encourages people to take short trips by foot instead of by car*

As Oregonians look for ways to save money in the face of volatile fuel prices, TGM continues to promote planning concepts that make savings possible by shortening the distances between the places we need to go. These concepts include:

- mixed-use, compact development, which brings stores, homes, job centers and services closer together;
- good “connectivity,” which yields more direct routes and shorter distances between local destinations;
- downtown and main street revitalization, which enables communities to take advantage of, and enhance, existing public and private investments in areas that already offer good transportation options; and
- pedestrian-friendly design, which enhances safety and makes distances seem shorter and more walkable.

TGM continues to support planning for public transit, transit-oriented development, bicycle and pedestrian networks, and smart development generally. However, the program also recently identified two new issues for special focus: safe routes to school and the reduction of transportation-related greenhouse gases through better planning. Helping Oregon communities with these challenges will receive special focus in the coming biennium.

For the 2007-09 Biennium, TGM is providing \$3.8 million in planning grants and technical assistance to 60 projects in communities throughout Oregon.

Many TGM grants fund Transportation System Plans that strengthen local economies by improving local street systems so that they are better able to handle local trips, and by enhancing the ability of the state highway system to handle through traffic. Other grants advance local efforts to revitalize downtowns and capitalize upon new economic development opportunities. Still others help communities identify ways to complete bicycle and pedestrian networks, improve public transit services, and make other transportation-related improvements. Grants for transportation plans and integrated land use and transportation planning account for about 80 percent of the TGM budget.

About 20 percent of the budget supports TGM’s three Community Assistance services: Outreach, Quick Response, and Code Assistance. Through Outreach, TGM sponsors workshops, lecture series, and other events at which regionally and nationally prominent experts improve public understanding of land use and transportation planning concepts. Through Quick Response, TGM offers direct design assistance to communities seeking to resolve thorny issues presented by imminent development projects. And through Code Assistance, TGM helps local governments revise zoning and development codes to encourage the kind of growth communities want while discouraging the transportation inefficiencies they seek to avoid.

During this biennium TGM also introduced a new service: Transportation System Plan (TSP) Assessments. These assessments:

- help local communities identify key issues in TSPs that may need updating or further planning work; and
- suggest approaches to solutions.

Local governments can use the assessments to focus future transportation planning efforts rather than spending limited resources on issues that do not require attention. The assessments will also aid local governments in their search for grant funds to carry out projects.

Through its web site ([www.oregon.gov/LCD/TGM](http://www.oregon.gov/LCD/TGM)) TGM puts Oregonians in touch with many publications and information resources that help citizens address topics ranging from local street planning to safe routes to school, from transit-oriented development to main street revitalization, and from smart development to grants for transportation planning.



*TGM is working with Eugene on station area planning for the new Bus Rapid Transit system.*

## PROJECT HIGHLIGHTS FROM AROUND THE STATE

While all TGM projects aim to improve transportation choices for Oregonians, they typically bolster other goals as well: economic development, enhanced livability, the movement of goods and services, and the efficient use of taxpayer dollars. A complete list of TGM projects funded during the 2007-2009 Biennium appears on page 14 of this report. Highlights from a representative sampling of local projects around the state are described below.

### Planning for Transportation and Economic Development

Fifteen years ago, **Elgin** saw a railroad excursion service linking its community to Joseph as just a dream, but the city included this idea in its economic development plan anyway in hopes that the dream might come true. Today, thanks to the efforts of railroad buffs and citizen volunteers, it has. After Union and Wallowa Counties teamed up to purchase rail lines linking the two cities, local railroad enthusiasts raised money to acquire rail passenger cars, and now an excursion service is up and running. Ridership has doubled in the last three years, with more than 3,000 people having taken the excursion last year. Ridership is expected to continue to grow.

But Elgin needs a new depot (the historic depot was torn down in the 1990s) as well as loading platforms, parking, and other facilities to accommodate the traveling public. In addition, the city wants to lure passengers attracted to the excursion service into its downtown so local businesses can get an economic shot in the arm. With these goals in mind, Elgin is using its TGM grant to develop a new strategy for linking its planned depot with the downtown. The grant will help the city improve rail, bus, pedestrian, bicycle, and street connections around its rail station and in its downtown.

“The benefit of this project to our community is huge,” says Joe Garlitz, Elgin’s city manager. “People enjoy coming out here as tourists. The excursion line takes them through a beautiful roadless area.”



*Travelers taking the excursion train linking Elgin and Joseph enjoy scenes like this.*

Transportation System Plans (TSPs) are required by the State of Oregon, which encourages local governments to sift through competing transportation projects and establish funding priorities.

In its award-winning plan, **Milwaukie** used its TGM grant to give local residents a meaningful say in the city's TSP. Starting with a locally broadcast kick-off meeting attended by over 200 citizens, and through topic-specific advisory committee meetings, electronic communications, and even outreach at the local farmers market, Milwaukie expanded efforts to involve as many local residents as possible in the development of its transportation plan.

The TSP ultimately adopted by Milwaukie will help the city accomplish several goals, including:

- completing Milwaukie's streets to allow for better pedestrian connections within neighborhoods and to schools, parks, activity centers and transit stops;
- closing gaps in Milwaukie's now deficient bicycle network;
- enhancing local transit service;
- managing downtown parking to better serve customers and employees;
- designing streets to protect neighborhood character and livability; and
- improving freight access to the north industrial area of Milwaukie.

"Our plan calls for a multi-modal approach to transportation and reflects the community's vision for Milwaukie," says Susan Shanks, senior planner for the city, who notes that the community's extensive involvement in shaping the plan generated widespread support for it. "The plan adoption process proved to be more celebratory than bureaucratic because residents involved in creating the plan also took part in presenting it to the City Council," she adds.



*By enabling people to take many short trips by foot or bike, TGM helps the state to reduce traffic congestion like this and to enable truck traffic to move more smoothly*

## Expanding Transportation Choices

A TGM project completed by **Medford** in 2005 served as the catalyst for the recent construction of the city's new Greyhound bus station, which held its grand opening in October 2008. The station grew out of a TGM-funded plan for Medford's Middleford Commons, a nine-block redevelopment project aimed at revitalizing downtown Medford. The station, which will help to establish an inter-modal transportation hub in Medford's downtown, will ease transfers between local and regional bus services and provide a stop for a shuttle that takes Amtrak passengers to Klamath Falls.

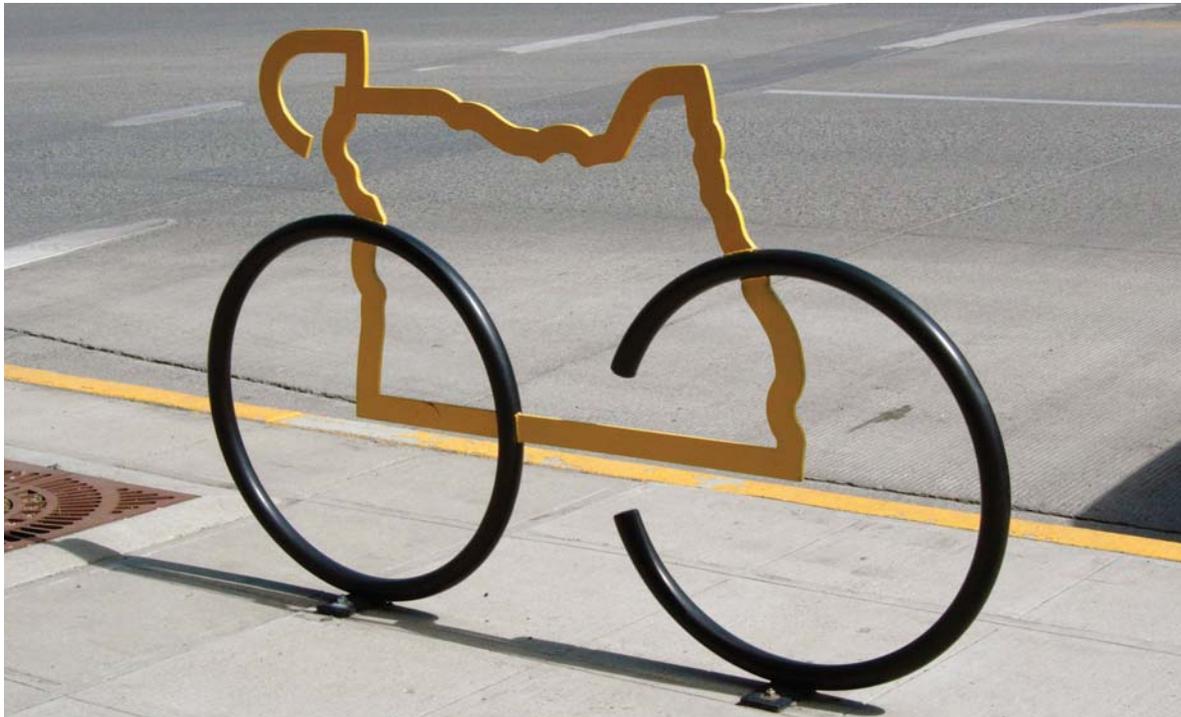


*Medford celebrates the opening of its new bus station*



The new 3,000-square-foot bus station was designed to complement nearby historic buildings and to harmonize with Medford's 1910 railroad depot, which now serves as a restaurant. "This project illustrates the collaborative efforts of several agencies, including the Rogue Valley Transit District (RVTD), Greyhound Lines, Inc., and the Medford Urban Renewal Agency (MURA). It also shows how TGM contributed to the RVTD'S long-term master plan and Medford's Middleford Commons project," says Jackie Rodgers, executive director of MURA, which played a major role.

In **Joseph**, the city is well on its way to completing a comprehensive bicycle-pedestrian plan. This project grew out of local concerns for the safety of elderly residents at the Alpine Assisted Living Facility, who now must take a hazardous walk along a highway simply to go downtown. The plan will not only address the need for sidewalks linking the Alpine Facility to downtown, but will also identify bicycle and pedestrian routes to connect Joseph's schools, rodeo grounds, Wallowa Lake, a new state park, and other popular destinations. "It is often difficult to imagine how community transportation needs may change in 20 years, says Mark Lacey, Joseph City Councilor. "Thanks to the TGM program, we have been given the opportunity and the tools to create a vision of what we would like that change to be."



*Communities that make biking and walking safe and convenient can change travel behavior.*

Given uncertain and volatile gas prices, communities everywhere are showing more interest in the creation of better bicycle and pedestrian networks. In **Newberg**, a new bicycle-pedestrian plan offers a model for other communities by emphasizing accommodations for physically disabled persons. In the past, wheelchair users have found the city's transportation system to be a patchwork of poorly connected sidewalks. As Roy Gathercoal, a local resident who uses a wheelchair, put it: "Each attempt to get to the library, the store, or City Hall has meant facing an ordeal of missing curb cuts, breaks in the sidewalk, and dangerous intersections. People who relied on wheelchairs simply stayed home if they didn't want to expose themselves to these hazards." Now the city has a plan for opening up the community to those in strollers, in wheelchairs, on bicycles, or on foot. The plan represents a big first step toward giving people with disabilities greater independence. "TGM's support made this vital step possible for our community," Gathercoal adds.

*Students can walk home safely from well-sited schools close to neighborhoods.*

**Marion County** is working with 25 schools in seven school districts to identify sidewalk gaps, unsafe road crossings, and other safety hazards on routes that students take to and from school. The county is using Geographic Information Systems (GIS) technology, parent surveys, and other tools to gather information that will provide the foundation for a comprehensive strategy for creating safe routes to school throughout the county. The strategy will help the county establish funding priorities and obtain funds to address them.

“The county sees a great benefit in this project,” says Karen Odenthal, civil engineering associate for the Marion County Department of Public Works. “We’re excited about the prospect of coming up with a prioritized list of projects so that we can use our limited resources more effectively and make our roads safer for students.”



As it builds the needed improvements, Marion County hopes to relieve congestion in and around schools. Parents who drive their children to school make up as much as 25 percent of morning traffic. The congestion caused by this traffic creates safety problems, which, in turn, cause even more parents to drive their children to school. The county wants to break this cycle and to encourage children to develop a lifelong habit of integrating simple exercise, such as walking and biking, into their daily routine.

## Vibrant Downtowns and Main Streets

Increasingly, communities recognize that vibrant and walkable town centers are key to economic revitalization and development. This is especially true in Oregon’s coastal communities, which rely heavily on tourism to sustain their economies.

With a view to revitalizing its main street, and following a TGM outreach workshop in 2007, the City of **Garibaldi** adopted new downtown land use standards in February 2008. The standards are intended to carry out downtown planning concepts embodied in ODOT’s Special Transportation Areas. These concepts help areas become more pedestrian-friendly and call for, among other things:

- buildings to abut sidewalks, as opposed to being set back from the street amid seas of asphalt;
- parking to be located behind buildings, rather than in front of them, so the main street attracts more pedestrian traffic; and
- mixed land uses – e.g., retail stores at the street level with residential units on upper floors.

“Having taken this important step toward revitalizing its main street, Garibaldi is now working to apply similar standards to a site on the city’s west end,” says Kevin Greenwood, Garibaldi’s city manager. “With a combination of grants, tax increment financing, and other funding sources, we plan to begin construction of new streetscape improvements in Spring 2009.”



*Garibaldi is working to revitalize its center with better designed, more pedestrian-friendly development.*

In the Portland metropolitan area, the 2040 Growth Concept envisions higher-density, mixed-use, pedestrian-oriented development for designated “centers.” One of these is downtown Beaverton. But like many cities, Beaverton wanted to learn if its parking policies might be hindering progress toward the goal of an economically vibrant urban center. To identify parking policies that would support the type of development envisioned in the 2040 plan, Beaverton undertook a “Downtown Parking Solutions” project with TGM assistance.

The new parking strategy sets forth a variety of steps that the city can take to support its downtown redevelopment objectives. “We’ve already completed several actions recommended by the study,” says Margaret Middleton, Beaverton’s senior transportation planner. “This project was very successful and should offer a template for other regional centers.”

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Like other communities in Central Oregon, **Redmond** has experienced rapid population growth. With this growth has come a haphazard patchwork of new development along U.S. 97 on the city’s southern edge. Access management issues are being handled individually rather than through a corridor-wide strategy. Pedestrian and bicycle facilities are intermittent, discouraging the use of alternative transportation modes along this corridor. The TGM-funded South Corridor Study will focus on these and other issues affecting the entire corridor. The study will propose better access management and a plan for better pedestrian and bicycle facilities. Finally, it will identify ways to improve the appearance of this corridor with a view to enhancing its economic vitality.

## **Around the State: Community Assistance Services**

In addition to the grant-funded projects described above, TGM provided technical services during this biennium to local governments through the program’s Community Assistance services: Outreach, Quick Response, and Code Assistance.

Several outreach projects advanced local efforts to strengthen the economic vitality of downtowns and main streets. In **Ashland**, for example, a workshop stimulated the city’s repeal of an outdated zoning requirement for 20-foot setbacks along Lithia Way, a downtown arterial. By repealing this requirement, the city plans to encourage more pedestrian-friendly development compatible with Ashland’s historic downtown. In **Gladstone, La Grande, and Mt. Angel**, outreach workshops helped these cities identify ways to rejuvenate the cities’ central business districts while improving transportation connections. In **Lane County**, a TGM-sponsored smart growth conference attended by nationally prominent experts drew nearly 300 realtors, developers, and local officials.



*A TGM project influenced the placement of Irrigon's new City Hall, located in an area the city wants to turn into a vibrant town center*

TGM's quick response program, which provides direct design assistance to communities, helped **Irrigon** determine the best site for its new City Hall, which was recently completed in an area now targeted to become the city's new town center. In **Culver**, a new streetscape plan will help the city enhance the safety, beauty, and vitality of its downtown corridor.

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Through its code assistance services, TGM helped **Coquille** revise an outdated land development code and **Clackamas County** formulate new development guidelines for a light rail station. In **Hillsboro**, TGM's code assistance program supported local downtown revitalization efforts by helping the city identify and overcome regulatory barriers to smart development.



# 2007-2009 GRANTS AND COMMUNITY ASSISTANCE PROJECTS TO LOCAL JURISDICTIONS BY ODOT REGION

## 2007-09 Grant Projects – Region 1

Banks	Transportation System Plan .....	\$49,455
Beaverton	2035 Transportation System Plan Update.....	\$155,000
Canby	Transportation System Plan Update.....	\$100,000
Columbia County	US 30 Transit Access Plan.....	\$85,150
Damascus	Development Code Project .....	\$95,080
Damascus	Transportation System Plan .....	\$250,000
Gladstone	Portland Avenue Streetscape Plan .....	\$83,600
Happy Valley	Pedestrian Access Plan .....	\$63,326
Metro	Regional Strategy for Transportation System Management.....	\$170,880
Multnomah County	SW Scholls Ferry Road Streetscape Design .....	\$50,700
Portland	Bicycle Master Plan Update: Phase II .....	\$75,000
Portland	Central Eastside Street Plan .....	\$116,278
Portland	Eastside MAX Station Area Planning.....	\$350,000
Sandy	Transportation System Plan Update.....	\$130,535
Tigard	Multi-Modal Pathways.....	\$69,577
Tigard	Transportation System Plan Update.....	\$175,801
Washington County	2035 Transportation Plan Update .....	\$178,407
Wood Village	Arata Road Streetscape Design.....	\$19,880

## 2007-2009 Community Assistance Projects – Region 1

Clackamas County	Code Assistance, LRT Station Area Standards – Phase I.....	\$4,250
Clackamas County	Code Assistance, LRT Station Area Standards – Phase II.....	42,700
Estacada	Outreach Workshop .....	\$15,972
Gladstone	Outreach Workshop .....	\$19,924
Hillsboro	Code Assistance, Downtown Code Amendments .....	\$43,300
Tigard	Code Assistance, Downtown Code Amendments .....	\$36,300
Vernonia	Quick Response, School Siting.....	\$148,100

## 2007-2009 Grant Projects – Region 2

Aumsville	Transportation System Plan .....	\$109,200
Aurora	Transportation System Plan Update.....	\$74,200
Bay City	Transportation System Master Plan .....	\$63,700
Carlton	Transportation System Plan Update.....	\$76,000
Coburg	Multimodal Loop Implementation Strategy.....	\$65,000
Corvallis Area MPO	9 <sup>th</sup> Street Access Management Plan .....	\$99,700
Detroit	Transportation System Plan Update.....	\$82,350
Marion County	Safe Routes to School Engineering Solutions Project .....	\$68,530
Monmouth	Transportation System Plan Update.....	\$113,980
Polk County	Transportation System Plan Update.....	\$75,900
Rockaway Beach	Transportation System Plan .....	\$60,000
Tangent	Comprehensive Plan .....	\$107,400
Port of Toledo	Downtown/Waterfront Linkage Project.....	\$68,500
Turner	3 <sup>rd</sup> and Denver Downtown Planning Project.....	\$70,928
Woodburn	Downtown Development Plan Update.....	\$132,400

## 2007-2009 Community Assistance Projects – Region 2

Carlton	Code Assistance, Code Assessment.....	\$15,320
Dallas	Code Assistance, Code Assessment.....	\$11,300
Dallas	Quick Response, Wyatt Node .....	\$30,000
Garibaldi	Quick Response, Walnut Station .....	\$43,500
Mt. Angel	Outreach Workshop .....	\$19,542
Silverton	Quick Response, Potter Automotive Redevelopment.....	\$28,400
Veneta	Code Assistance, Phase II Code Update .....	\$30,560

## 2007-2009 Grant Projects – Region 3

Bandon	Transportation Refinement Plan .....	\$70,000
Curry County	Harbor Area Transportation Refinement Plan .....	\$79,345
Eagle Point	Transportation System Plan Update.....	\$13,350
Rogue Valley Council of Govts	Regional Integrated Land Use and Transportation Plan .....	\$63,945

Roseburg	Pedestrian and Bicycle Plan.....	\$70,819
Yoncalla	Local Street Network Plan.....	\$40,000

**2007-2009 Community Assistance Projects – Region 3**

Ashland	Outreach Workshop .....	\$16,932
Ashland	Quick Response, Croman Mill Redevelopment Plan .....	\$77,800
Coquille	Code Assistance, Phase II Code Update.....	\$39,050

**2007-2009 Grant Projects – Region 4**

Deschutes County	Transportation System Plan Update.....	\$100,000
Redmond	South US 97 Corridor Plan .....	\$176,556
Wasco County	Transportation System Plan .....	\$114,982

**2007-2009 Community Assistance Projects – Region 4**

Culver	Quick Response, Downtown Streetscape Plan .....	\$47,950
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**2007-2009 Grant Projects – Region 5**

Elgin	WURRA Passenger Facilities Plan.....	\$75,000
John Day	Local Street Network Plan.....	\$65,971
Joseph	Sidewalk Pedestrian Plan.....	\$78,080
Ontario	Downtown Revitalization Plan .....	\$132,880

**2007-2009 Community Assistance Projects – Region 5**

Baker County & Union County	Outreach, School Siting/Safe Routes to School Workshops .....	\$12,000
La Grande	Outreach.....	\$20,309

**2007-2009 Statewide Community Assistance Project**

Statewide	Outreach – Planning for Climate Change Handbook .....	\$60,059
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# TGM ADVISORY COMMITTEE

The TGM Advisory Committee provides general direction for the program and offers guidance regarding program priorities, grant criteria, and other important issues.



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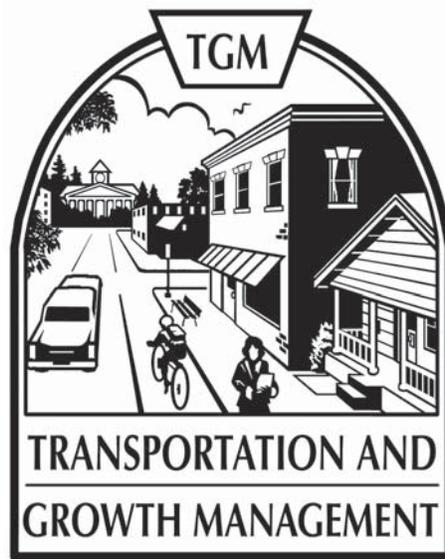
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- p. 8: (bicycle sculpture): Constance Beaumont/TGM
- p. 9 (children walking home from school): Constance Beaumont/TGM
- p. 10: (graphic of plaza): Courtesy of SERA Architects
- p. 12: (Irrigon City Hall): Courtesy of Gerald Breazeale/City of Irrigon
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*[www.oregon.gov/LCD/TGM](http://www.oregon.gov/LCD/TGM)*

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